

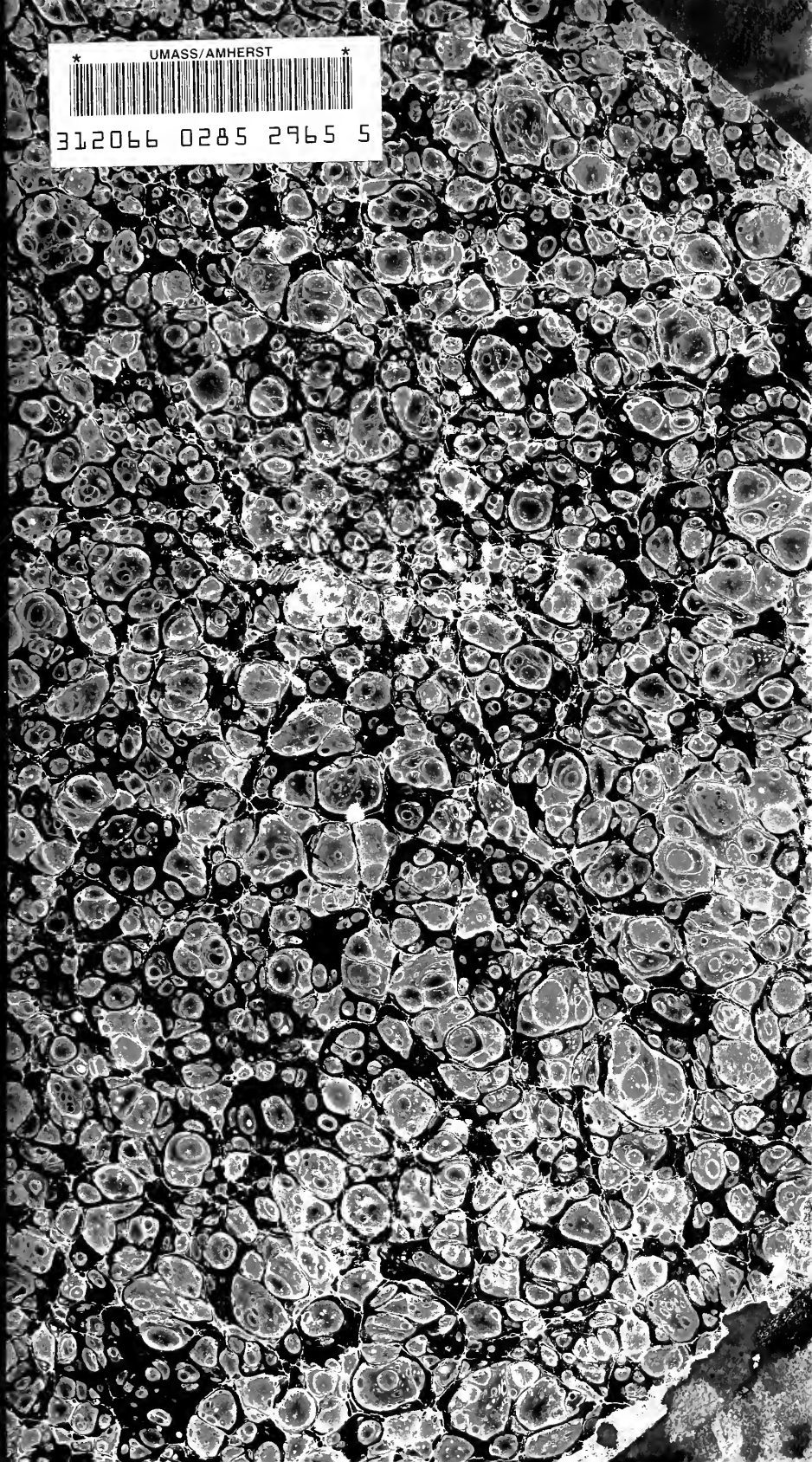
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Civil Service Commission  
July 1 - 31

HOUSE . . . . No. 4.

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**Commonwealth of Massachusetts.**

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OFFICE OF CIVIL SERVICE COMMISSIONERS,  
STATE HOUSE, BOSTON, Jan. 9, 1885.

*To the Honorable the Senate and House of Representatives in General Court assembled :*

In compliance with the requirements of sect. 2, chap. 320 of the Acts of 1884, the Civil Service Commissioners have the honor to submit the following as their first annual report.

The Commissioners were appointed on the 31st of July, and took the oath of office and organized on the 5th of August. Warren P. Dudley was subsequently employed as permanent secretary, and Henry Sherwin of Boston was appointed chief examiner.

Hon. Robert R. Bishop,\* the senior Commissioner, resigned in November on account of sickness, and the vacancy was filled by the appointment of Charles W. Clifford of New Bedford, who took the oath and entered upon his duties the 21st of November.

On the 28th of August a circular letter was addressed to the heads of the several executive departments of the Commonwealth, and to the mayors of the several cities, defining

\* At a meeting of the Commissioners, held November 21, the following resolution was adopted :—

“Hon. Robert R. Bishop having resigned his membership on the Board of Civil Service Commissioners, on account of sickness, his associates desire to express their appreciation of the value of his services as a member of the Commission, their sincere regret in losing the benefit of his intimate knowledge of State affairs, and their hope that he will soon be fully restored to health.”

the offices and positions to which, by the terms of the Civil Service Act, the Commissioners were authorized to apply rules, and requesting such information in relation to them as would furnish a basis for the classification of the offices and employments to be filled. To secure uniformity in the returns blanks were furnished to all appointing officers and boards.

There was a good deal of delay in procuring the desired information, — due in part to the novelty of the request and partly to an erroneous construction of the provisions of the act under which the request was made.

As soon as the returns were received and tabulated, rules were prepared, and, on the 10th of December, submitted to the Governor and Council for approval. On the 17th of December they were approved in the form appended. They were duly published in one or more newspapers in each city, and notice given that they would go into operation on the 30th day of March next; and that “thereafter all appointments to office, and selections for employment, shall be made according to said rules in cases to which said rules apply.”

The Commissioners have not considered it expedient, in the beginning, to apply rules to all the offices and positions covered by the law. Only those branches of the service in which a considerable number of persons are employed, requiring qualifications which can be ascertained by simple and uniform tests, have been included in the present classification. They embrace the clerical service of the Commonwealth and the several cities, about four hundred and forty offices in all; the police and prison service of the Commonwealth and the several cities, about sixteen hundred and four offices; the fire service of the city of Boston, about six hundred and fifty-eight positions; and the labor service of certain departments of the city of Boston, in which the average number of persons employed is about fifteen hundred. Whenever it shall appear that the public service can be improved by applying the rules to other positions or employments, in which professional or technical qualifications are necessary, a further classification will be made.

We have not included members of the fire department in other cities than Boston, for the reason that very few of them

are permanently employed. Those who belong to the “call force” receive so little compensation, and hold office by so slight a tenure, that, until the scope and purpose of the civil service rules are better understood, there might be some difficulty in preparing a list of persons most eligible for this peculiar service.

A short sketch of the system adopted, in language less formal and restricted than was required in the preparation of the rules, may help to a better understanding of the subject.

#### CLASSIFICATION.

The service over which the Commissioners purpose taking jurisdiction at this time is classified, in the first place, under two divisions, — the official service of the Commonwealth and the cities, and the labor service of the city of Boston. The first division is then subdivided into two schedules, one covering the clerical service, and the other the prison, police and fire service. These schedules are further divided into classes, for the purpose, finally, of bringing under one head those requiring substantially the same qualifications, and who will be subjected to the same course of examination. For instance, the clerical service is divided into two classes: (1) those whose compensation is at a rate less than eight hundred dollars per annum; and (2) those who receive a larger compensation. The same, or similar, tests will be applied, in the ordinary course of examination, to all competitors for positions in the same class, whether in the service of the Commonwealth or of a city. But an applicant who has passed an examination for the higher clerical service, and is willing to accept a position in the lower grade if he cannot do better, may be certified for a vacancy in that grade upon the same standing as for the higher; and, if appointed, he would have this advantage, that he could be advanced to a higher position without undergoing another examination.

That part of the first division which includes the prison, police and fire service is divided, naturally, into four classes, — as four different kinds of examination are required; namely (1), the prison service, (2) the fire service of Boston, (3) the police service of the Commonwealth and other cities than Boston, and (4) the police service of Boston.

In the labor service, so far as we have taken jurisdiction for the present, no sub-division is necessary. The examination of applicants follows the course prescribed by the statute; namely, their capacity for labor, and their habits as to industry and sobriety.

#### APPLICATIONS.

In order to entitle applicants for positions in the public service to appear for examination, the law requires that they shall state certain facts; and that they shall also furnish such other information as may reasonably be required of them touching their fitness for the positions they seek.

A general form of application for all positions in the first division has been prepared, and will be furnished to all who apply either personally or in writing. It contains full directions for filling out the blanks in the personal statement, and, also, in the accompanying certificates as to health, character, general capacity and special fitness. As the clerical service covers a great variety of positions, some of them requiring little more than a knowledge of reading and writing, and others requiring skill, experience, or a high degree of education, and as there is no provision for pensioning those retired from the service, the Commissioners have refrained from placing any restriction as to age upon the applicants. Any one who produces satisfactory vouchers as to character, health and physical capacity for this branch of the service will be admitted to an examination, and, if properly qualified, will be placed on the eligible list.

In the case of the Boston police and fire departments, the limits as to age, height and weight have been fixed in accordance with the suggestions of the Commissioners having charge of those departments. In both of those departments, the law authorizes the payment of a pension to members discharged after performing faithful service for a certain number of years; and it is important, therefore, in order to prevent the pension list from becoming a burden to the taxpayers that admission to this service should be restricted to men who, in the ordinary course of events, can be relied upon for twenty-five or thirty years of active duty.

The age of applicants for what is designated in general

terms as the prison service, and for the district police and the police of other cities than Boston, has not been restricted to the same extent as in the Boston service. The provisions of the rule upon this point (see clause 1, Rule IX.) were fixed after conference with prison officials and the mayors of several cities.

The physical examination of applicants for the police service generally, and for the fire service of Boston, is to be made by some physician holding an official position, and is to be certified in form approved by the Surgeon General of the Commonwealth. This examination for the Boston fire and police service is required to be more searching and critical than for the service in the smaller cities.

The members of the Boston departments are so well paid, and the provisions for those who are sick, or disabled, are so liberal, that the service is much sought, and there can be no difficulty in maintaining the very highest standard as to physical qualifications. In other cities the standard has been fixed as high as seemed practicable for the present; and it will be advanced to the Boston standard whenever the conditions of the service will permit.

The exact time of receiving every application will be entered of record in books kept for that purpose in the central office and in each city. Where there are a large number of applicants, and it is impracticable to examine all of one class at the same time, those who stand first on the list, as fixed by the time of receiving the application, will be notified in the order of their position on the list. A strict adherence to this rule is necessary to secure to all applicants equal opportunity to show their qualifications for the public service.

#### EXAMINATIONS.

It would be impossible, of course, for the Commissioners personally to conduct all examinations; and it would be unwise for them to do so if it were possible. It is necessary to the proper administration of the system that they should occupy a perfectly impartial position between those who are examined and those who conduct the examinations and certify the results. With this view the law has provided

for the appointment of local boards of examiners, which are charged with the important duty of ascertaining the qualifications of the different applicants as shown in the prescribed course of examination.

The Commissioners have been, so far, fortunate in securing for this purpose the services of gentlemen who have had a practical experience in the administration of affairs, and who have the respect and confidence of the community.

The method of conducting examinations will be substantially the same as in the National Service. The questions for each examination are prepared by the Chief Examiner, under the direction of the Commissioners, and a sufficient number of copies are printed to furnish a set to each person who is notified for examination. They are retained under seal until the competitors are seated at the examination tables. Then each competitor proceeds to answer the questions placed before him, and to do such other work as may be prescribed to test his capacity for the position he seeks. The examination is conducted on a perfectly impersonal basis. The papers are identified by numbers; and the names of the competitors are not known to the examiners until the marking and grading have been completed.\* In this way the mental qualifications of the competitors are graded with absolute impartiality. The course of examination is such that those who have had experience in the public service, or in any service in the line of that which they seek, will get the benefit of any special acquirements which they may possess. The mere fact that a person has been in public service ought not to count in his favor, unless he is able to show that he has learned something from his experience; and ample opportunity will be given him to do that. If an applicant for the clerical service has a knowledge of short-hand writing, or type-writing, or languages, he will be given an opportunity to show that knowledge, in addition to his knowledge on obligatory subjects; and when that special knowledge is needed in any position in the public service he will get the benefit of it; although, in the meantime, he can hold his position on the general record,

\* Illustrations of the method of marking and grading are given on page 30 of the Regulations which accompany this report.



and be certified in regular order on his standing on the obligatory subjects.

Character and physical qualifications are not graded. The certificates which are required to be furnished in the form already described, are accepted, in the absence of evidence to the contrary, as conclusive on those points, — so far as the examination which precedes certification by the Commissioners is concerned.

It is just there that the appointing power will be called upon to exercise its discretion in the selection from those certified as eligible.

When the qualifications of those examined have been properly marked, and their general average in the obligatory subjects established, the names of those who have passed a successful examination (i. e. those who have received not less than 65 per centum of complete proficiency) are entered on what is called the eligible list for the class in which the applicant seeks service.

The lists of eligible persons for the service of the Commonwealth and the City of Boston (except those coming under the head of laborers), will be kept in the Commissioners' office at the State House; the lists for the other cities will be kept, for the convenience both of the appointing power and those seeking service, in the several cities where the examinations are held.

#### APPOINTMENTS.

When any position in the public service, coming within the rules, is to be filled, the appointing power is required to notify those having charge of the eligible list from which the selection is to be made — the Commissioners or the local board of Examiners, as the case may be — and the names of the three persons standing highest on the list are thereupon certified to the officer or board from which the notice is received; and, if so requested, the certificates and examination papers of the persons so certified are furnished.

The appointing power can then send for the persons named, and make such verbal inquiries as to their experience, and their special fitness or aptitude for the position to be filled, as he may deem expedient.

The responsibility for the appointment, within the limits laid down by the rules, is in the appointing power. If, for any good reason, the three names first certified are rejected, then additional names will be certified; or if the Commissioners, or a local board, are unable, for any reason, to furnish names of persons eligible to fill a vacancy, that fact will be certified, and the appointing power can then name any person for the position; and a non-competitive examination will be instituted to determine his qualifications.

Suitable provision has been made for cases of emergency, and for temporary appointments; so that no contingency can occur where the public interests would suffer through any delay in filling a position under the rules.

#### PROBATION.

The Civil Service Act requires that the rules shall provide, among other things, for a period of probation before an appointment or employment is made permanent. This is necessary to test the fitness for the public service of the persons appointed. The examination made under the direction of the Commissioners is preliminary, merely, to a provisional appointment. If it appears, upon a practical trial of the person selected, that he is incompetent, or unfaithful, he can be dropped from the rolls at the end of the period of probation without going through the form of dismissal. It requires a positive endorsement of him on the part of the appointing power in order to retain him in the service.

It is important that the officers under whom any person is serving on probation, should keep a record of the fitness and capacity of the probationer, so that, at the end of the term, the appointing power can justify his action, either in making a permanent appointment, or in calling for other eligible persons from which to fill a vacancy.

In the case of police officers appointed by the mayor and aldermen, this statutory requirement in regard to a reappointment after the probationary term may, at first, cause some embarrassment; but when its purpose comes to be fully understood it cannot fail to receive the support of all who wish to see positions in the permanent service filled only with competent and trustworthy persons.

## PROMOTIONS.

The only department of the public service to which we have found it practicable, at this time, to apply rules concerning promotion, is the police department of Boston. The service in other departments is not organized so as to mark distinctly the steps between the lower and the higher grades. The salaries do not furnish an accurate basis, as they are quite as often determined by the personal or political influence of the individual who happens to hold the office as by the duties which pertain to it. It would undoubtedly be for the benefit of the public service to have the positions of the employees in all the large departments accurately defined and graded, and the salaries applicable to each grade fixed by statute in the case of the Commonwealth service, and by ordinance in the case of city service.

The appropriation of a "lump sum" for clerk hire, to be expended by heads of departments in their discretion, is open to serious objection. This system was long ago abandoned in the national service. The New York Civil Service Commission "is unanimous in the belief that the system of 'lump appropriations,' leaving the distribution to the head of the department, is liable to lead to favoritism and injustice, and that a change in this regard would assist the more effectual accomplishment of the purposes of the act."

The Commissioners will probably have some definite suggestions to make upon this matter when they become more familiar with the workings of the different departments.

The rules in relation to promotion in the Boston police department do not differ materially from the present practice in that department. If a vacancy occurs in the grade of captain it will be open to competition on the part of lieutenants — the next lower grade — if there are any persons in that grade fit for promotion. That will be determined by the examination. If no one of the applicants for promotion from among the lieutenants shows the requisite capacity, then the competition is opened to the next inferior grade — the sergeants — and so down to patrolmen, and to those not in the service. In all cases promotion is based upon the positive merits of the person promoted, "and upon his superior qualifications as shown by his previous service."

Although, for the reason stated, it is impracticable to apply this system to other departments at the present time, it is provided that where a person promoted has never passed an examination under the civil service rules which entitles him to such a position, he shall be required to undergo a non-competitive examination to show his qualifications.

#### LABORERS.

In the application of the civil service rules to the employment of day laborers, as required by the provisions of the act, the Commissioners had no precedents for their guidance. It seemed expedient, therefore, in the beginning to limit the application of rules on this subject to certain departments in the city of Boston where a reform of existing methods was most needed, and where the plan proposed could be tried under the immediate supervision of the central office. It would be impossible, of course, to institute an examination for persons in this branch of the service by which the relative qualifications of applicants could be made a matter of record, as in the higher branches. The most that can be done is to take the statement, under oath, of all applicants for this service, and require them to produce something in the shape of written or oral testimony from former employers, to show their capacity for labor and their habits as to industry and sobriety. How far it will be necessary or practicable to verify their statements is a question which cannot be fully determined until the plan goes into operation.

When the heads of departments make requisitions for men, the names of double the number called for will be furnished, together with all the information obtained by the Commissioners in regard to their character and capacity, and their claims to preference on account of military or naval service in time of war, or on account of the necessitous circumstances of themselves or those dependent upon them. The appointing power will have the same discretion in the selection from those whose names are furnished as they have in the selection from those certified for higher positions. Ample provision is made for cases of emergency, such as the breaking of a main water pipe, or the immediate removal of a great body of snow from the public streets.

With the co-operation of the departments to which the rules apply, the Commissioners believe that a system can be developed which will inure greatly to the benefit, not only of the public service, but to the honest and industrious men who seek employment therein.

#### IN CONCLUSION.

It is provided that where appointments are to be made to offices not classified under the present rules, the Commissioners will, upon the request of the appointing power, in cases where it is practicable, institute examinations to test the fitness of the special applicants for the office; or they will furnish the names of suitable persons from any eligible list. This enables the heads of all departments to make use of the system which the Commissioners have instituted to ascertain the qualifications of candidates for public office.

The Commissioners have endeavored to construe the statute under which the rules are drawn in accordance with its obvious intent, and not in any narrow or technical way. It seems to them sufficiently clear and comprehensive to meet the purpose for which it was framed. No further legislation is desired unless it should be found, in practice, that the present provisions are insufficient or defective.

On the general question of improving the civil service by the method here described it seems hardly necessary to enter into any discussion. It must stand or fall by its results. If it accomplishes for the service of this Commonwealth what similar methods have accomplished for the National service, and the service of the State and cities of New York, it cannot fail to become a permanent part of our administrative system.

Respectfully submitted,

JAMES M. BUGBEE,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,  
*Civil Service Commissioners.*

## Commonwealth of Massachusetts.

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### CHAPTER 320, ACTS OF 1884.

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#### AN ACT TO IMPROVE THE CIVIL SERVICE OF THE COMMONWEALTH AND THE CITIES THEREOF.

*Be it enacted, etc., as follows:*

SECTION 1. The governor shall with the advice and consent of the council appoint three persons to be civil service commissioners, who shall serve, one until the expiration of three years, one until the expiration of two years, and one until the expiration of one year, from the first day of July in the year eighteen hundred and eighty-four, and until their respective successors are appointed and qualified; and in the year eighteen hundred and eighty-five and in every year thereafter, the governor shall, in May or June, in like manner appoint one person to serve as such commissioner for three years from the first Monday in the July then next ensuing, and until his successor is appointed and qualified. Any vacancy in the office of commissioner shall be filled for the unexpired term by appointment as above provided. All appointments, both original and to fill vacancies, shall be so made that not more than two commissioners shall, at the time of any appointment, be members of the same political party. The governor may also, with the advice and consent of the council, remove any commissioner. Each commissioner shall be paid five dollars for each day's service, and his travelling and other necessary expenses in the discharge of his official duty.

SECT. 2. The said commissioners shall prepare rules not inconsistent with existing laws or with the provisions of this act, and adapted to carry out the purposes thereof, for the

selection of persons to fill offices in the government of the Commonwealth and of the several cities thereof, which are required to be filled by appointment, and for the selection of persons to be employed as laborers or otherwise in the service of the Commonwealth and of the several cities thereof. All rules so prepared shall be subject to the approval of the governor and council, and they may, with like approval, be from time to time altered or rescinded. The said commissioners shall supervise the administration of the rules so established; they shall from time to time suggest to the general court such legislation as may seem to them to be desirable for the efficient carrying out of the principles of this act, and for the improvement of the civil service; and they shall, on or before the tenth day of January in every year, report to the general court their doings during the preceding year, including any rules adopted under the provisions of this section.

SECT. 3. No person habitually using intoxicating beverages to excess, shall be appointed to, or retained in any office, appointment or employment to which the provisions of this act are applicable; nor shall any vender of intoxicating liquor be so appointed or retained.

SECT. 4. No person shall be appointed to or employed in any office to which the provisions of this act are applicable within one year after his conviction of any offence against the laws of this Commonwealth; and if any person holding such an appointment or in any such employment shall be convicted of the violation of any such law, he shall be immediately discharged from such appointment or employment.

SECT. 5. No recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any appointment under this act.

SECT. 6. No councillor, senator, representative, alderman or councilman, or any officer or employee of either of said bodies, and no executive or judicial officer of the state, and no clerk or employee of any department or branch of

the government of the state, and no executive officer, clerk or employee of any department of any city government shall personally, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription or contribution for any political purpose whatever; but this shall not be construed to forbid such persons to be members of political organizations or committees.

SECT. 7. No person shall, in any room or building occupied for the discharge of official duties by any officer or employee of the state or any city thereof, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

SECT. 8. No officer or employee of the state, or any city thereof, shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten to do so, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SECT. 9. No officer, clerk or other person in the service of the state or any city thereof shall, directly or indirectly, give or hand over to any other officer, clerk or person in said service, or to any councillor, senator, member of the house of representatives, alderman, councilman, or commissioner, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SECT. 10. No person in the service of the state or any city thereof, shall use his official authority or influence either to coerce the political action of any person or body or to interfere with any election.

SECT. 11. No person in the public service shall for that reason be under any obligation to contribute to any political fund, or to render any political service, and shall not be removed or otherwise prejudiced for refusing to do so.

SECT. 12. No person while holding any public office or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use, either directly or indirectly, any official authority or influ-



ence (whether then possessed or merely anticipated), in the way of conferring upon any person, or in order to secure or aid any person in securing any office or public employment, or any nomination, confirmation, promotion or increase of salary, upon the consideration or condition that the vote or political influence or action of the last named person, or any other, shall be given or used in behalf of any candidate, officer or party, or upon any other corrupt condition or consideration.

SECT. 13. No city in the Commonwealth shall pay any bill incurred by any official or officials thereof for wines, liquors or cigars; nor shall any city pay any bill for refreshments furnished to any official of said city where the amount for any one day shall exceed one dollar for each member of the government of said city who certifies over his own signature to the correctness of the bill.

SECT. 14. The rules mentioned in section two may be made from time to time, and may be given a general or a limited application, and they shall, among other things, provide:—

*First*, For the classification of the offices and employments to be filled.

*Second*, For open competitive and other examinations by which to test applicants for office, or for employments, as to their practical fitness to discharge the duties of the positions which they desire to fill.

*Third*, For the filling of vacancies in offices in accordance with the results of such examinations and for the selection of persons for public employment in accordance with such results, or by order of application, or otherwise, as may seem most desirable to carry out the provisions of this act.

*Fourth*, For promotions in office on the basis of ascertained merit and seniority in service and examination as may seem desirable. (In all cases where it is practicable vacancies shall be filled by promotion.)

*Fifth*, For a period of probation before an appointment or employment is made permanent.

*Sixth*, For giving preference in appointments to office and promotions in office (other qualifications being equal) to applicants who served in the army or navy of the United

States in time of war and have been honorably discharged therefrom.

SECT. 15. Elective or judicial officers and officers whose appointment is subject to confirmation by the executive council, a city council or a school committee, heads of any principal department in a city, officers for the faithful discharge of whose duties a superior officer is required to give bond, teachers of the public schools, the private secretary of the governor or of the mayor of any city shall not be affected, as to their election or selection, by any rules made as aforesaid; but such rules shall apply to members of the police and fire departments other than police and fire commissioners, chief superintendents and marshals of police departments, and chief engineers of fire departments.

SECT. 16. No question in any examination under the rules established as aforesaid shall relate to political or religious opinions or affiliations, and no appointment or selection to an office or for employment within the scope of the rules established as aforesaid, shall be in any manner affected or influenced by such opinions or affiliations. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined, to discharge the duties of the service into which they seek to be appointed. The examination of applicants for employment as laborers shall relate to their capacity for labor, their habits as to industry and sobriety, and the necessities of themselves and their families.

SECT. 17. Every application, in order to entitle the applicant to appear for examination or to be examined, must state the fact on the following subjects: 1. Full name, residence, and post office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for public service. 6. Right for preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for previous five years. 9. Education. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

SECT. 18. No person in the public service shall wilfully

and corruptly, by himself or in coöperation with one or more other persons, defeat deceive or obstruct any person in respect of his or her right of examination; or wilfully, corruptly or falsely mark, grade, estimate or report upon the examination or proper standing of any person examined hereunder, or aid in so doing; or wilfully or corruptly make any false representations concerning the same or concerning the person examined; or wilfully or corruptly furnish to any person any special or secret information, for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed employed or promoted.

SECT. 19. All rules established as herein before provided, and all changes therein, shall forthwith be printed for distribution by said commissioners, and a certified copy thereof shall be sent to the mayor of each city, and the same shall be published in one or more newspapers in each city, and in any such publication of rules shall be specified the date, not less than sixty days subsequent to the date of such publication, when such rules shall go into operation, and thereafter all appointments to office and selections for employment shall be made according to said rules in cases to which said rules apply.

SECT. 20. The said commissioners may appoint a chief examiner who shall, under their direction, superintend any examination under this act, and shall perform such other duties as they may prescribe. Such chief examiner shall receive a salary of twenty-five hundred dollars a year, and shall be paid his necessary travelling expenses incurred in the discharge of official duty. They may also employ a secretary at a salary not exceeding twelve hundred dollars a year. They may designate persons in the official service of the Commonwealth or of any city, who shall, with the consent of the head of department or office in which any such person serves, act in any examination held under this act. But no person shall serve as examiner of candidates for office under the provisions of this act, when any relative or connection by marriage, within the degree of first cousin, shall be an applicant. The said commissioners may also incur such expense, not exceeding fifteen hundred dollars a

year, as may be proper for printing and stationery and other incidental matters.

SECT. 21. The said commissioners shall be provided, under the direction of the governor and council, with an office, properly furnished, in the state house or Commonwealth building, suitable for the performance of the duties imposed by this act.

SECT. 22. The name and residence of every person appointed, employed or promoted to or in any position coming within the rules established as herein provided, except laborers, together with the name or description of such position and the subsequent rejection or discharge of every such person, shall forthwith be reported to the said commissioners by the officer making such appointment, promotion, rejection or discharge, or providing such employment.

SECT. 23. The said commissioners shall keep records of all their proceedings and of all examinations made by them or under their authority, and all recommendations of applicants for office received by said commissioners or either of them, or by any officer having authority to make appointments to office or to employ laborers, or others coming within the scope of the rules established as aforesaid, shall be kept and preserved, and all such records and recommendations shall, subject to such reasonable regulations as may be approved by the governor and council, be open to public inspection.

SECT. 24. Whoever, after a rule has been duly established and published according to the provisions of this act, makes an appointment to office or selects a person for employment contrary to the provisions of such rule, or wilfully refuses or neglects otherwise to comply with or to conform to the provisions of this act, or violates any of such provisions, shall be liable to a penalty of not less than one hundred nor more than one thousand dollars for each offence.  
[Approved June 3, 1884.]

# THE CIVIL SERVICE RULES

OF THE

## COMMONWEALTH OF MASSACHUSETTS,

AND

## THE CITIES THEREOF.

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In accordance with the provisions of chapter 320 of the acts of the year 1884, the following rules have been prepared for the selection of persons to fill certain offices in the government of the Commonwealth, and of the several cities thereof, and for the employment of laborers in certain departments of the city of Boston :

### Rule I.

Subject only to the qualifications required to be ascertained in accordance with these rules, the power of appointment and the responsibility of selection are in all cases in the appointing officer or board. The power to remove, existing by law, on the part of any officer or board is not impaired by anything contained in these rules.

### Rule II.

The commissioners will make and issue, from time to time, as the needs of the service require, such regulations as may be necessary for conducting the business of their office, for the instruction of their secretary, chief examiner and local boards of examiners, and for carrying out the provisions of these rules.

### Rule III.

For the purpose of making examinations of applicants the commissioners will designate qualified persons to be members of boards of examiners, and will duly com-

Appointments  
and removals.  
Responsibility  
for.

Regulations for  
carrying out  
rules.

Commissioners  
to designate and  
commission  
boards of  
examiners.

mission such persons as examiners; and the commissioners may at any time substitute another person in place of any one so selected.

#### Rule IV.

Commissioners to apply to local authorities for temporary quarters, etc.

In order that suitable provision may be made for conducting examinations in the several cities, the commissioners will, from time to time, apply to the proper authorities thereof for temporary quarters and for clerical assistance in receiving and filing applications for appointment in the local service.

### CLASSIFICATION OF SERVICE.

#### Rule V.

Classification, two divisions.

1. The offices and places to be filled under these rules shall be classified in two divisions; the first to be known as "The Official Service of the Commonwealth and the several cities thereof"; the second as "The Labor Service of the City of Boston."

#### *First Division.*

First division, two Schedules, A and B.

2. There shall be two schedules under the first division, known as Schedule A and Schedule B.

Schedule A to include clerical service.

3. Schedule A shall include clerks, copyists, recorders, bookkeepers, and others rendering clerical service in the Commonwealth, or the several cities, and designated as the "Clerical Service" of the Commonwealth, or of a certain city. There shall be two classes in Schedule A, namely:

Two classes in Schedule A.

Class 1.

Class 1. Persons whose annual compensation is at a rate less than eight hundred dollars.

Class 2.

Class 2. Persons whose annual compensation is at the rate of eight hundred dollars and over.

Schedule B to include Prison, Police and Fire service.

4. Schedule B shall include members of the regular police force in the Commonwealth and each city; prison guards, overseers and watchmen connected with the penal,

reformatory and charitable institutions; members of the regular and call force of the fire department of Boston, and certain other offices or positions in which physical capacity is of prime importance; and the offices and positions included in said schedule shall be designated as the “Prison”—“Police”—or “Fire Service” of the Commonwealth, or of a certain city. There shall be four classes in Schedule B, namely: Schedule B divided into four classes.

- Class 1. Turnkeys, watchmen, drivers of prison wagons, Class 1.  
and others doing police duty in the prisons,  
houses of detention, reformatories, and cer-  
tain other public institutions of the Com-  
monwealth, and the several cities.
- Class 2. All members of the regular and call force of Class 2.  
the fire department in the city of Boston.
- Class 3. The District police and all members of the Class 3.  
regular police in the several cities, except  
Boston.
- Class 4. All members of the regular police force in Class 4.  
the city of Boston.

### *Second Division.*

5. Under the second division of the civil service there shall be one schedule, to be known as Schedule C, which Schedule C to include day laborers. shall include male day laborers in the following departments of the city of Boston, namely: Streets,—Water,—Sewers,—Main Drainage Works,—Health,—Common and Public Grounds,—Lamps,—Parks,—Ferries,—and Cemeteries.

6. The positions and offices included in the several schedules will be designated from time to time, and the names thereof published. Positions and offices to be designated.

7. No application from the same person will be received for appointment or employment in more than one of the schedules or classes of the civil service as herein designated. Applications, confined to one schedule or class.

## FIRST DIVISION.

## APPLICATIONS.

## Rule VI.

Applications,  
how made.

1. Applications for admission to examinations in the *first division* may be made at any time, and shall be on blanks in a form prescribed by the commissioners. Applications for appointment to positions in the service of the Commonwealth, and of the city of Boston, may be filed at the central office of the commissioners in Boston; applications for appointment to positions in the service of other cities than Boston may be filed with the chairman of the local board of examiners in the city where service is sought, or at such other place as the commissioners may hereafter designate.

Form of appli-  
cations.

2. Each applicant must state on oath, and in his or her own handwriting: 1. Full name, residence, and post-office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five years. 9. Education. 10. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

## Rule VII.

State service,  
residence of  
applicants.

1. Applicants for appointment to any position in the service of the Commonwealth to which these rules apply must be citizens of the United States and residents of the Commonwealth during the year preceding the date of their application. But this restriction shall not apply to positions in which special expert knowledge is required.

City service,  
residence of  
applicants.

2. Applicants for appointment in the service of a city must be residents thereof, except where special qualifica-



tions are required, and the appointing officer requests in writing that the examination be open to non-residents.

#### Rule VIII.

1. Where physical qualifications are necessary, the commissioners will provide for examinations to determine them. Physical examinations.

2. The physical examination of applicants for appointment in classes 2, 3 and 4, Schedule B, shall be made by the surgeon-general, or one of the medical examiners, if for the service of the Commonwealth; and by the city physician, or the physician employed by the department which the applicant seeks to enter, if for city service. And the result of such examination shall be certified on blanks furnished by the commissioners, in form approved by the surgeon-general of the Commonwealth. By whom made.

#### Rule IX.

1. Applicants for appointment in classes 2 and 4, Schedule B (the police and fire departments of Boston), must not be less than twenty-two nor over thirty years of age at the time of making the application; provided, however, that this shall not apply to applicants for appointment in the regular force of the fire department of Boston who have served in the call force or as "permanent substitutes." Applicants for appointment in classes 1 and 3, Schedule B (the prison and police service of the Commonwealth and of other cities than Boston), must not be less than twenty-two nor over forty years of age; *provided*, however, that this limitation as to age of applicants for positions in said classes 1 and 3 shall not apply to watchmen in public buildings and public institutions, or to persons who have served in the army or navy of the United States in time of war and received an honorable discharge therefrom. Boston Police and Fire departments. Age. Police, &c., in other Cities. Age.

2. In class 2, Schedule B (the fire department of Boston), applications for appointment in the regular force shall be confined to those serving as "permanent substitutes," or members of the "call force." No such Fire Dept. of Boston. Applications, &c.

application for appointment shall be made by any person unless under forty years of age and possessed of the physical qualifications required for an original appointment. No person shall be certified for appointment as a member of the "call force" or as a "permanent substitute," who does not possess the qualifications required for a member of the permanent force.

State and City  
Police, height  
and weight.

3. Applicants for appointment in classes 3 and 4, Schedule B (District and city police), must not be less than five feet eight inches in height, and weigh not less than one hundred and forty pounds. Applicants for appointment in class 2, Schedule B (the fire department of Boston), shall not be less than five feet four inches in height, and weigh not less than one hundred and twenty pounds.

Boston Fire  
Department,  
height and  
weight.

#### Rule X.

Disqualifica-  
tions for ap-  
pointment  
§§ 3, 4, c. 320, 1884.

No application for appointment will be received from any vender of intoxicating liquor, or any person habitually using intoxicating beverages to excess, or any person who, within the year preceding his application, has been convicted of any offence against the laws of this Commonwealth.

#### Rule XI.

Applications  
must be sup-  
ported by cer-  
tificates.

Every application must be supported by certificates of good moral character, health, and physical and mental capacity for doing the public work, the certificates to be in such form and number as the commissioners shall prescribe. But no recommendation which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, can be received or considered by any person concerned in making any appointment under these rules.

Recommendations  
not re-  
ceived from cer-  
tain legislators.  
§ 5, c. 320, 1884.

#### Rule XII.

Effect of false  
statements.

Every false statement knowingly made by any person in his application for examination, and every connivance by him at any false statement made in any certificate

which may accompany his application, or any complicity by him in any fraud, shall be regarded as good cause for excluding him from the eligible list, or for his removal or discharge during probation or thereafter.

#### Rule XIII.

Defective applications will be suspended, and applicants notified to amend the same. Whenever the application shows that the applicant is not qualified under the rules and regulations, the application will be rejected, and the applicant notified of the reason therefor.

Defective applications suspended.

#### Rule XIV.

The date of the reception of all applications shall be endorsed thereon, and entered of record; and if the applicants for admission to any class are in excess of the number that can be examined at a single examination, they will be notified to appear in the order in which their names are entered; provided, that persons who have served in the army or navy of the United States in time of war and been honorably discharged therefrom, shall have precedence in such notification.

Reception of applications and notice to applicants.

### EXAMINATIONS.

#### Rule XV.

1. All examinations shall be absolutely impartial, practical in their character, and with paramount regard to matters which will fairly test the relative capacity and fitness of the persons examined for the service which they seek to enter.

Examinations, character, notice of.

2. No question in any examination shall relate to political or religious opinions or affiliations, and no appointment or selection to an office, or for employment within the scope of these rules, shall be in any manner affected or influenced by such opinions or affiliations.

Political or religious opinions, not to influence appointments. § 16, c. 320, 1884.

3. The examinations shall be held at such times and places as the commissioners may designate, and proper notice thereof given. So far as practicable, the examina-

Time and place of examination.

tion of applicants for appointment in the service of a city shall be held therein.

### Rule XVI.

Subjects of  
examination.

1. The general examinations for admission to the service in the first division shall be limited to the following subjects : 1st. Orthography, penmanship, and copying. 2d. Arithmetic—fundamental rules, fractions, and percentage. 3d. Interest, discount, and elements of book-keeping and of accounts. 4th. Elements of the English language, letter-writing, and the proper construction of sentences. 5th. Elements of the geography, history, and government of the United States, the Commonwealth of Massachusetts, or the city in which service is sought. 6th. The special duties of the office.

How graded.

2. Proficiency in any subject shall be credited in grading the standing of the person examined in proportion to the value of a knowledge of such subject in the branch or part of the service which the applicant seeks to enter.

When entitled  
to be certified.

3. No one shall be entitled to be certified for appointment in Class 2 of Schedule A whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in the first three subjects mentioned in this rule; and that measure of proficiency shall be deemed adequate.

When commis-  
sioners may  
limit examina-  
tion.

4. For places in which a lower degree of education will suffice, the commissioners may limit the examinations to any of the subjects above mentioned; but no person shall be certified for appointment, under this clause, whose grading shall be less than an average of sixty-five per centum on such subjects, or parts thereof, as the examination may embrace.

Examinations  
where special  
skill and experi-  
ence are re-  
quired.

5. The commissioners may also order examinations upon other subjects of a technical or special character, to test the capacity which may be needed in any part of the Classified Service which requires peculiar information or skill. Examinations hereunder may be competitive or

non-competitive. The application for, and notice of, the special examinations, the records thereof and the certification of those found competent shall be such as the commissioners may prescribe.

6. Ability to answer correctly the printed questions placed before him at the examination will not fully determine the fitness of the candidate for the position which he seeks. Character, experience, physical condition and natural aptitude for the service will be taken into account.

Character experience, etc.

#### Rule XVII.

Those examined shall be marked and graded according to their excellence, as shown by their examination, and shall have their grade entered upon a register. Separate registers may be kept of those seeking to enter any part of the service in which special qualifications are required.

When examined applicants shall be graded.

#### Rule XVIII.

Whenever the special qualifications required for a position are such that assistance from experts in conducting an examination is advisable, such experts may be designated to aid the examining board; and, so far as practicable, such experts shall be persons employed in the department to which the applicant seeks admission.

Experts to aid examiners in certain cases.

### APPOINTMENTS.

#### Rule XIX.

1. No person shall be appointed permanently to any office or employment in the first division who has not passed an examination as provided by these rules.

Persons must pass examination before permanent employment.

2. Whenever any officer or board having the power of appointment to any office or employment under these rules shall so request, the commissioners shall certify to him the names of the three most eligible persons, on the proper register, indicating any of them who have served in the military or naval service of the United States in time of war, and been honorably discharged therefrom. If neces-

Certification of eligible persons.

passed an examination under these rules which entitles him to be placed on an eligible list for the position to which he is promoted, he shall pass a non-competitive examination.

## TEMPORARY SERVICE.

### Rule XXIX.

No person shall be appointed for temporary service, unless regularly certified, except, &c.

1. No persons, except those examined and found eligible under these rules for permanent appointment or employment, shall be appointed or employed for temporary service, except in cases of emergency where the public business would suffer from delay in filling the position as herein provided. In no case shall such temporary appointment or employment continue for more than three months, and no reappointment or employment of the same person, or of another to the same position at the end of such period, shall be allowed. And in every such case the officer making the appointment or furnishing the employment shall report the same to the commissioners within five days, with the reason therefor and the time for which the temporary appointment or employment is necessary.

Provisional appointments in certain cases.

2. If for any sufficient reason it shall be impracticable to supply the names of persons who have passed a competitive examination in due season for any appointment or employment in any position in the first division, the commissioners may provide for a provisional appointment by non-competitive examination or otherwise.

## SECOND DIVISION.

### LABORERS.

#### Rule XXX.

Laborers in Boston.

1. Applicants for labor in the several departments of the city of Boston included in Schedule C, who produce satisfactory evidence of their capacity for labor and their habits as to industry and sobriety, shall be registered in the order of their application at such convenient times, and place or places, in said city as shall be designated by the

commissioners. The register shall state the (1) name, (2) age, (3) residence, (4) citizenship, (5) number and relationship of persons depending for support upon the applicant, (6) service in the army or navy in time of war, (7) previous occupation, (8) references, (9) personal description, and such other information as may be required.

2. When the services of laborers are required in any Requisition. of said departments, the officer or person having the appointment or selection shall notify the commissioners, stating the number of men wanted, kind of labor for which they are wanted, and the time and place of employment; and said commissioners shall thereupon send to the officer or the person making the requisition the names and residences of twice the number of men called for (if the register contains so many), making an impartial selection by lot or otherwise, giving preference, other qualifications being equal, to those who have served in the army or navy of the United States in time of war, and have been honorably discharged therefrom, and to those having families depending upon them for support.

3. The selection shall be made from the list so fur- Selection nished, and the names of those employed shall be returned to the commissioners forthwith. At the end of their term of service, the persons so employed may keep their places on the register, upon application to the commissioners, and proof that their labor has been satisfactory.

4. In case the commissioners are unable to fill a requisition for laborers, the fact shall be certified to the officer making the requisition, who shall then make the selection.

5. The commission may make such regulations as Regulations. may be necessary to identify the registered applicants, and to preserve a record of their conduct.

6. In cases of emergency where the temporary services Selection in cases of emergency. of a large number of unskilled laborers are required in either of said departments, the officer or person having the appointment shall select by lot, or in such other equitable way as the commissioners may determine, those who present themselves for the immediate service.

Reinstatement  
of persons dis-  
missed.

2. Any person appointed to, or employed in, any position in the first division of the classified service, after due certification for the same under these rules, who shall be found or certified to the commissioners by the proper authorities to have been dismissed or separated therefrom without fault or delinquency on his part, may be reappointed or re-employed without further examination in the same part or grade of such service at the same office, within one year next following such dismissal or separation.

## TRANSFERS.

### Rule XXVI.

Transfer with-  
out examina-  
tion.

Transfer without examination may be made from a position in one department, office or institution, to a similar position in another department, office or institution, upon the mutual consent of the heads of the respective departments, offices or institutions; provided, however, that no person shall be transferred from one class to another class under these rules without a non-competitive examination. But policemen may be transferred from one place to another under sect. 11, chapter 28 of the Public Statutes, without examination or notice to the commissioners.

## PROBATION.

### Rule XXVII.

Original ap-  
pointments  
shall be for a  
probationary  
period.

1. Every original appointment or employment in the permanent service in the first division shall be for the probationary period of six months, at the end of which time, if the conduct and capacity of the person appointed have been found satisfactory to the appointing power, the probationer shall be absolutely appointed or employed; but otherwise be deemed out of the service.

Record of  
probationers to  
be kept.

2. The officer under whom any probationer shall serve shall carefully observe the quality and value of the service rendered by him and shall report in writing to the appointing power the facts observed by such officer, showing the



service, character and qualifications of such probationer, and such report shall be preserved on file, subject to inspection by the commissioners.

## PROMOTION.

### Rule XXVIII.

1. In class 4, Schedule B (the regular police force of Boston Police Promotions. the city of Boston), appointments, except to the lowest grade, shall be made by promotion as herein provided.

2. If, in the judgment of the appointing power, there be none in the lower grades fit to perform the duties in such vacant positions, in that case, and in no other, the positions may be filled by competitive examination under these rules.

3. Promotions shall be made by successive grades; in case of vacancy in any position it shall be filled by a selection from the next inferior grade, if there be any person in such grade fit for promotion; and if there be no such person, then the promotion shall be made by selection from the next inferior grade, and so on until all the inferior grades are exhausted.

4. No person in said class when these rules take effect Promotions shall be based on merit. shall be promoted without passing an appropriate examination under the rules. Promotion in said class will, in all cases, be based upon the positive merit of the person promoted, and upon his superior qualifications as shown by his previous service.

5. There shall be kept in the police department of the city of Boston, proper records of the efficiency, and conduct of all persons employed therein. In examinations for promotion the greatest weight shall be given to the actual work of the persons examined, as exhibited in the records, and upon the certificate of their immediate official superiors, that their efficiency and conduct during their past service has been in all respects satisfactory. Record of service to be kept.

6. In all other classes of the first division, appointments by promotion shall not be subject to these rules; provided, however, that in case the person promoted has never

sary, the commissioners may certify additional names thereafter.

Sex.

3. In case the request for any such certification, or any law or regulation, shall call for persons of one sex, those of that sex shall be certified; otherwise sex shall be disregarded in certification.

Special qualifications.

4. In case the office requires such special qualifications that the commissioners certify that they are unable to comply with the requisition, the appointing power may appoint any person named by him, who, upon a non-competitive examination, shall be duly certified by the commissioners as qualified to discharge the duties of the position.

Selection from those certified.

5. From the names certified the appointing power shall make a selection to fill the vacant place, subject, however, to the provisions of the following clause, giving preference in appointments to certain persons.

Army and Navy preference.

6. Persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall be preferred for appointment in the civil service over other persons of equal qualifications as ascertained under these rules; and persons thus preferred shall not be disqualified from holding a position in the civil service on account of any physical disability, provided such disability does not render him incompetent to perform the duties.

#### Rule XX.

Certification of specialists.

Whenever the commissioners are notified that proficiency in any special subject is needed in the position to be filled, they may certify the names of three persons in the eligible list having the highest standing (not being below the minimum of sixty-five) on such special subject.

#### Rule XXI.

Appointing officer to be furnished with examination papers, etc.

In the selection from the persons whose names are certified by the commissioners, the appointing officer, upon written requisition therefor, will be furnished with the

applications, the certificates and examination papers of the persons certified, and, in the exercise of his responsible power of selection, he may summon personally before him the certified persons for such verbal inquiries as he may deem proper. All papers furnished upon requisition as above must be returned to the commissioners with the notice of selection.

#### Rule XXII.

Every person having the power of appointment to, or employment in, any position in the first division shall forthwith give notice in writing to the commissioners of the name and place of residence of any person appointed or employed in such position, of the rejection of any such person during or after probation, and of the transfer, promotion, resignation or removal, discharge or death, of any person serving under him, with the dates thereof.

Commissioners  
to be notified of  
person selected,  
&c.

#### Rule XXIII.

The commissioners may give a certificate to any person examined, stating the grade which such person attained as shown by the marking.

Persons ex-  
amined may  
have a certifi-  
cate.

#### Rule XXIV.

1. No person on any register shall be certified more than three times for the same office, except by the consent of the appointing officer; provided, however, if the office requires special or expert qualifications, persons may be certified more than three times, when deemed advisable by the commissioners.

No person to be  
certified more  
than three times,  
except, &c.

2. No person shall remain eligible more than one year on any register; but under such regulations as the commissioners may make he may, without further examination, be placed on the new eligible list.

Not to remain  
eligible more  
than one year.

#### Rule XXV.

1. No examination shall be required upon a reappointment of any person to the same office.

Reappointment.  
No examination  
for.

## OFFICES NOT INCLUDED IN RULES.

## Rule XXXI.

Applicants for  
offices not cover-  
ed by rules may  
be examined.

Upon the request of any officer or board having the power of appointment to any office or position in the service of the Commonwealth, or any of the cities thereof, to which these rules do not apply, the commissioners will furnish names from any list of eligible persons to fill a vacancy in such office or position; or they will, whenever practicable, hold competitive or non-competitive examinations for such office or position.

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The foregoing rules, prepared by the Civil Service Commissioners, are hereby transmitted to the Governor and Council for their approval.

JAMES M. BUGBEE,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,

*Commissioners.*

Boston, Mass., Dec. 10th, 1884.

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Approved in Council, December 17, 1884.

HENRY B. PEIRCE,  
*Secretary.*

A true copy.

Attest:

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WARREN P. DUDLEY,  
*Secretary Civil Service Commissioners.*

## OFFICES AND POSITIONS

TO WHICH THE FOREGOING RULES APPLY.

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### FIRST DIVISION.

#### Schedule A.

##### Service of the Commonwealth.

ADJUTANT GENERAL'S OFFICE: Clerks.

AUDITOR'S OFFICE: Clerks.

BOARD OF AGRICULTURE: Clerks.

BOARD OF HEALTH, LUNACY AND CHARITY: Clerks, Copyists,  
Stenographer, Inspectors of Emigrants, Visiting Agents,  
Transportation Officers.

BOARD OF RAILROAD COMMISSIONERS: Clerk, Accountant.

BUREAU OF STATISTICS OF LABOR: Clerks, Travelling Agents.

CIVIL SERVICE COMMISSION: Secretary, Clerks.

COMMISSIONERS OF PRISONS: Secretary, Clerks, Agents for the discharge of prisoners.

COMMISSIONERS OF SAVINGS BANKS: Clerks.

COMMISSIONERS OF STATE AID: Clerks.

DISTRICT POLICE DEPARTMENT: Clerks.

INSURANCE COMMISSIONER: Clerks.

MASSACHUSETTS REFORMATORY, CONCORD: Clerks.

PROVINCE LAWS COMMISSION: Clerks, Copyists.

SECRETARY OF THE COMMONWEALTH: Clerks.

STATE ALMSHOUSE, TEWKSBURY: Clerk.

STATE ASYLUM FOR CHRONIC INSANE: Clerk, Storeman.

STATE LUNATIC HOSPITAL, DANVERS: Treasurer, Clerks, Storekeeper.

STATE LUNATIC HOSPITAL, TAUNTON: Treasurer and Clerk, Storekeeper.

STATE LUNATIC HOSPITAL, WORCESTER: Clerks, Copyist, Storekeeper.

STATE PRISON: Clerk.

STATE PRIMARY SCHOOL, MONSON: Clerk.

STATE REFORMATORY PRISON, SHERBORN: Clerk.

STATE REFORM SCHOOL, WESTBOROUGH: Assistant Superintendent, Clerk.

#### City of Boston.

AUDITORS' DEPARTMENT: Clerks.

ASSESSORS' DEPARTMENT: Clerks.

ARCHITECT'S DEPARTMENT: Timekeeper.

BOARD OF REGISTRARS OF VOTERS: Clerks.

BOARD OF STREET COMMISSIONERS: Clerks.

BOARD OF HEALTH: Clerks.

BOARD OF PUBLIC INSTITUTIONS: Clerks, Accountants, and Agents.

CITY CLERK'S DEPARTMENT: Clerks, Indexers, Copyists, Accountants.

CITY HOSPITAL: Clerks, Clerk and Storekeeper.

CLERK OF COMMITTEES DEPARTMENT: Clerk.

COMMONS AND SQUARES DEPARTMENT: Bookkeeper.

CEDAR GROVE CEMETERY: Clerk.

DEPARTMENT FOR THE SURVEY AND INSPECTION OF BUILDINGS: Clerks,  
Bookkeeper, Copyists.

FIRE DEPARTMENT: Clerks.

FERRY, EAST BOSTON: Clerks, Tollmen.

HEALTH DEPARTMENT: Clerks.

HOUSE OF CORRECTION: Clerks.

HOUSE OF INDUSTRY: Clerks.

INSPECTION OF MILK AND VINEGAR: Clerks.

LAW DEPARTMENT: Clerks.

LAMP DEPARTMENT: Clerks.

MOUNT HOPE CEMETERY: Clerks.

MARKET DEPARTMENT: Weigher at City Scales.

OVERSEERS OF THE POOR: Secretary, Treasurer, Bookkeepers,  
Clerks, Visitors, Agents, Storekeeper and Assistant at Way-  
farers' Lodge, Assistant Superintendent Wayfarers' Lodge.

PAVING DEPARTMENT: Clerks.

PRINTING DEPARTMENT: Clerk.

PARK DEPARTMENT: Secretary, Clerks, Purchasing Agent and Pay-  
master.

PUBLIC BUILDING DEPARTMENT: Clerks.

POLICE DEPARTMENT: Clerks.

REGISTRARS' DEPARTMENT: Clerks.

RECORD COMMISSIONERS: Copyists.

SEWER DEPARTMENT: Clerks.

STATE AID DEPARTMENT: Assistant Paymaster and Clerk.

WATER DEPARTMENT: Clerk of Board, Executive Clerk, Assistant Clerks, Water Registrar and Deputy Collector of Mystic Division, Cashier, Marine Agent, Copyists, and all clerks, inspectors, examiners bookkeepers, timekeepers and storekeepers in the several divisions,

AND all new or omitted positions in said clerical service coming within the rules.

#### City of Brockton.

All positions in the clerical service coming within the provisions of the rules.

#### City of Cambridge.

ASSESSORS' DEPARTMENT: Clerks.

PAUPER DEPARTMENT: Secretary, Bookkeeper at Almshouse.

WATER DEPARTMENT: Registrar, Clerk, Inspector,

AND all new or omitted positions in said clerical service coming within the rules.

#### City of Chelsea.

WATER DEPARTMENT: Clerk of Water Commissioners,

AND all new or omitted positions in said clerical service coming within the rules.

#### City of Fall River.

STREET DEPARTMENT: Clerks.

WATER DEPARTMENT: Registrar, Clerk, Inspector of meters,

AND all new or omitted positions in said clerical service coming within the rules.



**City of Fitchburg.**

All positions in the clerical service coming within the provisions of the rules.

**City of Gloucester.**

All positions in the clerical service coming within the provisions of the rules.

**City of Haverhill.**

All positions in the clerical service coming within the provisions of the rules.

**City of Holyoke.**

All positions in the clerical service coming within the provisions of the rules.

**City of Lawrence.**

HEALTH DEPARTMENT: Clerk.

STREET DEPARTMENT: Clerk.

WATER DEPARTMENT: Registrar, Inspector,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lowell.**

ASSESSORS' OFFICE: Clerk.

AUDITOR'S OFFICE: Clerk.

CITY CLERK'S OFFICE: Clerk.

PAUPER DEPARTMENT: Clerks.

STATE AID COMMITTEE: Clerk.

WATER DEPARTMENT: Clerks, Inspectors,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lynn.**

BOARD OF HEALTH: Clerk, Inspector.

POOR DEPARTMENT: Clerk.

WATER DEPARTMENT: Registrar, Inspectors,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Malden.**

BOARD OF HEALTH: Clerk.

WATER DEPARTMENT: Registrar,

AND all new or omitted positions in said clerical service coming within the rules.

**City of New Bedford.**

STREET DEPARTMENT: Clerk for Superintendent.

WATER DEPARTMENT: Clerk, Inspector,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Newburyport.**

All positions in the clerical service coming within the provisions of the rules.

**City of Newton.**

All positions in the clerical service coming within the provisions of the rules.

**City of Northampton.**

All positions in the clerical service coming within the provisions of the rules.

**City of Salem.**

POOR DEPARTMENT: Clerk of Overseers.

WATER DEPARTMENT: Clerks,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Somerville.**

All positions in the clerical service coming within the provisions of the rules.

**City of Springfield.**

BOARD OF HEALTH: Agent.

HIGHWAY DEPARTMENT: Bookkeeper.

PAUPER DEPARTMENT: Agent of Overseers, Bookkeeper.

SEWER DEPARTMENT: Bookkeeper.

WATER DEPARTMENT: Bookkeeper,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Taunton.**

All positions in the clerical service coming within the provision of the rules.

**City of Worcester.**

ASSESSORS' DEPARTMENT: Temporary Clerks.

BOARD OF HEALTH. Clerk and Inspector.

OVERSEERS OF THE POOR: Clerk.

SUB-COMMITTEE ON FINANCE: Clerk, Bookkeeper.

WATER DEPARTMENT: Clerks, Inspectors,

AND all new or omitted positions in said clerical service coming within the rules.

### Schedule B.

#### Service of the Commonwealth.

BOARD OF HEALTH, LUNACY AND CHARITY: Detective and Transportation Officer.

EXECUTIVE DEPARTMENT: District Police.

MASSACHUSETTS REFORMATORY, CONCORD: Turnkeys, Watchmen and Assistant Watchmen.

STATE ALMSHOUSE, TEWKSBURY: Watchmen, Gatekeeper, Yard Officer.

STATE LUNATIC HOSPITAL, DANVERS: Watchmen.

STATE LUNATIC HOSPITAL, Taunton: Watchmen.

STATE LUNATIC HOSPITAL, WORCESTER: Watchmen, Yard Attendant.

STATE PRIMARY SCHOOL, MONSON: Watchmen.

STATE PRISON: Turnkeys, Watchmen and Assistant Watchmen.

STATE REFORMATORY PRISON, SHERBORN: Watchmen.

STATE REFORM SCHOOL, WESTBOROUGH: Watchmen, Hallmen.

STATE WORKHOUSE, BRIDGEWATER: Overseers, Watchmen, Guards.

**Cities of the Commonwealth.**

All members of the regular police force in the several cities of the Commonwealth, except police commissioners, chief superintendents, marshals, and clerks, and all position requiring police and like service in the prisons, houses of detention or public institutions.

**City of Boston.**

All members of the fire department of the city of Boston, except the fire commissioners, the chief engineer and clerks; also the following offices in other departments of the city of Boston.

EAST BOSTON FERRY: Gatemen, Gate Watchmen, Boat Watchmen.

HEALTH DEPARTMENT: Drivers of prison wagons.

HOUSE OF CORRECTION: Shop officers, Hospital officers, Yard officers, Prison officers, Kitchen officers, Watchmen, Gatemen, Receiving officer.

HOUSE OF INDUSTRY: Overseers, Watchmen, House officers, Yard officers, Overseers at Rainsford Island, Receiving officer, Assistant Receiving officer, Receiving officer's helper.

LUNATIC HOSPITAL: Watchmen, Gatekeeper.

MARCELLA STREET HOME: Yard officer, House officer, Gatemen, Watchmen.

PARK DEPARTMENT; Park Police, Watchmen.

MARKET DEPARTMENT: Policemen.

WATER DEPARTMENT: Policemen, Watchmen.

## SECOND DIVISION.

### Schedule C.

BOSTON: Laborers — including bracers, curbstone-setters, cart measurers, drillers, graders, ledgemen, masons, pavers, pipe-layers, rammers, repairers, rockmen, stone-cutters, teamsters, stable-men, lamplighters, firemen and deck hands—in the following departments of the city of Boston, namely:

Paving Department.

Water Department.

Sewer Department.

Main Drainage Works.

Health Department.

Commons and Squares Department.

Lamp Department.

Park Department.

East Boston Ferry.

Mount Hope Cemetery.

Cedar Grove Cemetery.

## GENERAL REGULATIONS

ADOPTED BY THE

Civil Service Commissioners.

---

## THE CHIEF EXAMINER.

1. The Chief Examiner shall, so far as practicable, attend the examinations held by the several boards of examiners.

He shall take care to secure accuracy, uniformity and justice in the proceedings of all examiners and boards of examiners under the rules and regulations; and such proceedings and all papers appertaining thereto shall at all times be open to him. He shall, also, from time to time, inspect the proceedings and papers connected with examinations under the Civil Service Rules, and shall make report of such inspections to the Commissioners.

2. He shall prepare, and submit to the Commissioners, proper schemes for examinations, and forms for blanks and records.

He shall take care that the rules and regulations are complied with, and shall bring any case of their infraction, or of injustice or irregularity observed by him, to the attention of the Commissioners. It shall be his duty, from time to time, to confer with the heads of departments, offices and institutions of the Commonwealth and the several cities thereof, concerning the regularity, sufficiency and convenience of the examinations for the service under them. He shall perform such other appropriate duties as may be specified in these regulations, or otherwise assigned to him by the Commissioners.

## THE SECRETARY.

3. The Secretary shall keep the records of the proceedings of the Commissioners, and have charge of, and be responsible for, the safe-keeping of the books, records, papers and other property in their

office. He shall make such certification as the Commissioners may direct of those eligible for appointment or employment. He shall generally conduct the correspondence of the Commissioners, and perform such other appropriate duties as they may assign to him.

#### EXAMINERS.

4. Regular boards of examiners shall consist of not less than three nor more than five members, one of whom shall act as Secretary; and a majority of any board may conduct an examination in the absence of the other members. The Secretary of each board shall keep a complete record of its proceedings, and of all the examinations held by it, in such form as the Commissioners may prescribe.

5. The Board of Examiners for each city shall promptly notify the Commissioners of the need of holding an examination in and for such city, and thereupon the Chief Examiner shall, under the direction of the Commissioners, issue authority therefor, and shall prepare questions and supervise the other preliminary arrangements.

6. The Boards of Examiners shall conduct the examinations, and estimate and mark the standing of the persons examined, or in a non-competitive examination shall mark the qualifications of the person examined.

7. Whenever the special qualifications required for a position are of an expert or professional character, the Commissioners will give to the examining board such advice and assistance from competent sources as may be expedient and available.

8. Special boards will be selected, and special regulations for examinations will be issued by the Commissioners, when expedient.

9. No examiner or person serving under the Commissioners shall attempt to influence the selection of any person for the civil service.

10. The examiners shall preserve order and decorum at examinations, and prevent any interference, by conversation or otherwise, with those under examination.

11. No examiner shall disclose, unless by consent, the names of those examined, nor the results of the examination.

12. Any person after receiving official notification of his standing, as ascertained by a competitive examination, may, in person or by duly authorized agent, inspect in the presence of the Chief Examiner or the Secretary of the Commissioners, or a member of the Examining Board, his examination papers and the markings thereon.



13. Complaints of any injustice or unfairness on the part of any examiner or examining board, or by any one acting under the Commissioners, may be made in writing to the Commissioners, who will act as substantial justice in the premises may require.

### EXAMINATIONS.

#### I. *Competitive.*

14. Applicants must present themselves punctually at the times and places specified in their official notices to attend, and they will be admitted to examination upon the production of such notices.

15. The examination papers of each applicant shall be marked only with a number, and his name, with his number, shall be placed in a sealed envelope which shall not be opened till after his papers are marked.

16. The sheets of questions will be numbered and will be given out in the order of their numbers, each after the first being given only when the competitor has returned to the examiners the last sheet given to him. In general, no examination shall extend beyond five hours; and no questions given out at one session shall be answered at another session. Each applicant must complete his examination on the obligatory subjects before taking up any of the optional subjects.

17. Each examiner will exercise diligence in securing fairness and preventing collusion and fraud in the examinations.

18. The subjects of, and the time allowed for, the examination will be announced before the first paper is given out. In the discretion of the Commissioners, or examiners, opportunity will be given applicants to show their knowledge of subjects of a special or technical character.

#### *Marking.*

19. Each examination paper shall be reviewed by a majority of the examiners conducting the examination; and, in any case of disagreement, the average of the markings made on any question or paper by all shall be the final marking on such question or paper.

20. The papers in each subject shall, whenever practicable, be examined, compared and marked before the papers in another subject are examined.

21. The marking of each question or subject shall be made on a scale of 100, which shall represent entire accuracy; and 0 shall represent entire ignorance. Handwriting will be judged by its legibility, uniform and correct formation of letters and ease of execution. Upon a comparison of the handwriting of all, the best and worst should be first determined, and the two extremes of the scale thus fixed; the others should be marked relatively to them. In writing from dictation or copying from manuscript, the omission, repetition or substitution of words, the erasures, blots and other evidences of carelessness, will reduce the marking below 100. Abstracts or summaries of documents, and letter-writing will be marked as in handwriting, by determining the best and worst examples, and the examiners, having marked these, will then mark the others proportionately.

In each of the other subjects, each question shall be marked on a scale of 100; and the sum of such markings, divided by the number of questions in that subject, shall determine the standing on such subject.

### *Grading.*

22. The following examples show the method by which the standing of each competitor is obtained. The weights here given to the different subjects are not to be regarded as the standard weights; these, and also the subjects, will be varied to meet the requirements of the position to be filled.

### EXAMINATION OF \_\_\_\_\_

(For a position in Class 1, Schedule A.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Writing from dictation, . . . . .	2	80	160
2. Handwriting, . . . . .	3	75	225
3. Spelling, . . . . .	1	78	78
4. Arithmetic, . . . . .	2	92	184
5. Reporting in writing from memory, . . . . .	2	88	176
Total product, . . . . .	-	-	823
Divide by sum of weights, . . . . .	10	-	-
General average standing, . . . . .	-	-	82.3

## EXAMINATION OF \_\_\_\_\_

(For a position in Class 2, Schedule A.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Writing from dictation, . . . . .	3	96	288
2. Copying from manuscript, . . . . .	2*	97	194
3. Handwriting, . . . . .	4	85	340
4. Spelling, . . . . .	3	88	264
5. Arithmetic, . . . . .	4	93	372
6. Geography and history, . . . . .	1	80	80
7. Book-keeping, . . . . .	1	63	63
Total product, . . . . .	—	—	1,601
Divide by sum of weights, . . . . .	18	—	—
General average standing, . . . . .	—	—	88.94
<i>Optional Subjects.</i>			
Ornamental writing, . . . . .			80
Stenography, . . . . .			92

## EXAMINATION OF \_\_\_\_\_

(For position in Schedule B.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Reading from print and manuscript, . . . . .	2	75	150
2. Handwriting, as shown by copying from manuscript, . . . . .	2	70	140
3. Writing down from memory the substance of matter orally communicated, . . . . .	1	82	82
4. Arithmetic: addition, subtraction, multiplication, and division, applied to whole numbers, . . . . .	1	78	78
5. Experience, and knowledge of the duties of the position (in the case of applicants for positions as policemen, questions relating to city government, location of streets, etc.; in the case of applicants for positions as firemen, questions relating to streets, the construction of buildings, with especial reference to precautions against fire), . . . . .	4	70	280
Total product, . . . . .	—	—	730
Divide by sum of weights, . . . . .	10	—	—
General average standing, . . . . .			73

It will be observed that the standing on each subject is multiplied by the weight given that subject, and the product placed in the third column; the sum of these products, divided by the sum of the weights, gives the general average standing.

23. The names of those found eligible shall be enrolled upon a register in form prescribed by the Commissioners.

24. Every paper in any examination, not formally certified by the examiners, will be signed with his initials in ink by each examiner who has reviewed and marked it.

25. Priority of date in examination will give no advantage in position on the eligible list.

26. The names of persons placed on the eligible list in class 2 of schedule A (the higher clerical service), may also, upon request in writing, be placed on the eligible list for positions in class 1 of schedule A, with the same standing.

#### *Non-Competitive Examinations.*

27. In cases where a non-competitive examination may be needed, either to test the capacity of applicants for any part of the service which requires peculiar information or skill, or to fill a position for which there are no suitable candidates on the eligible list, or for promotion, or temporary appointment, or otherwise, the Commissioners will provide for such examination.

28. Applicants for non-competitive examinations shall fill out and make oath to the proper application paper (without certificates); but any person named by the appointing power under provisions of clause 4 of rule XIX, may file such paper at any time before entering upon his official duties.

29. The non-competitive examination shall conform, as nearly as practicable, in subject, questions and marking, to the competitive examination of the same grade.

#### *Special Examinations.*

30. Applications for any special examination must be made in the form prescribed by the Commissioners, and must be accompanied by certificates as required in case of ordinary applications.

31. Whenever a special examination is to be held, notice in writing, specifying the time and place of the examination, shall be sent

to a suitable number of the applicants, in the order of their application, subject to rule XIV, in time to permit their attendance.

32. Each special examination shall embrace the subjects approved by the Commissioners, after consultation with the head of the office concerned, or the Special Examining Board for such office ; and shall, so far as appropriate, be conducted under the general regulations, as to the marking of examination papers and the grading of persons examined.

33. A special record of applicants, and a special register of eligible persons, shall be kept for each part of the service or office requiring special examinations ; and when the Commissioners, or the proper Examining Board, shall be notified by the appointing officer of a vacancy in such part of the service, certification shall be made to him of the names of the three persons graded highest on the special list of persons eligible for the same.

34. In case competent special applicants do not apply, or do not appear for a competitive examination after suitable notice, a non-competitive examination may be held in as near conformity as may be to the regulations provided for non-competitive examinations for admission to the service. For such examination, applicants on the general record and persons on the eligible list, whose application papers claim the special knowledge required, may be notified and, if they appear, shall be examined, as if special applicants ; but no person so examined shall forfeit his right to the general examinations, or lose his place on any eligible list by reason of his special examination.

#### GENERAL PROVISIONS.

35. In case any applicant makes any false statement for the purpose of securing an examination or preference, or has been guilty of bad faith or fraud, and in case *prima facie* evidence shall be presented to the Board of Examiners that any person on a record or register is, by reason of criminal or infamous conduct, not a fit person to be examined, marked or certified, it will be the duty of the Board to report upon the matter fully and promptly to the Commissioners ; and the marking, grading, or certification of such person shall be suspended pending the action of the Commissioners upon the subject.

Upon such report to the Commissioners, or the production of any

other evidence, the Commissioners will make the proper investigation and give appropriate direction to the Board of Examiners.

36. In case a person upon any register shall, by reason of ill-health or physical incapacity, in the judgment of the Commissioners, become manifestly disqualified for the service for which he or she is registered, the Commissioners may direct that such person be not certified; and the Commissioners must be informed by the proper examining boards of each case of such disqualification.

37. The applicant affected by such suspension, or refusal of an examination, may make complaint in writing to the Commissioners, who will take proper action thereon.

38. Persons whose names have remained on an eligible list one year, may, upon written application to the Board of Examiners, and satisfactory evidence in regard to health and other qualifications, be placed upon a new eligible list without further examination; or, if they desire to improve their standing, they may, at the end of the year, present a new application and be examined in order.

39. The Commissioners cannot advise persons as to vacancies in the service, nor furnish any information as to the duties, salaries, course of promotion, or other conditions of positions and offices, except such as may be found in printed regulations. No advice can be given as to the course of preparation that applicants should follow, nor can specimens of the examination papers be furnished.

40. Every application paper and accompanying certificates will remain on file in the office of the Commissioners or Boards of Examiners, and under no circumstances or conditions will the originals be returned to the applicant.

NOTE. The method of registering and certifying applicants for work as laborers in certain departments of the City of Boston included in the second division, will be prescribed in special regulations.

SECOND ANNUAL REPORT

OF THE

CIVIL SERVICE COMMISSIONERS

OF

MASSACHUSETTS.

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JANUARY 8, 1886.

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# Commonwealth of Massachusetts.

OFFICE OF THE CIVIL SERVICE COMMISSIONERS,  
5 PEMBERTON SQUARE, BOSTON, JAN. 8, 1886.

*To the Honorable the Senate and House of Representatives, in General Court assembled :*

The Civil Service Commissioners have the honor to submit the following as their Second Annual Report : —

The rules prepared by the Commissioners for the selection of persons for the service of the Commonwealth and the several cities, although approved by the Governor and Council on the 17th of December, 1884, did not go into operation until the 30th of March following. The practical working of the new system, therefore, as described in this report, covers a period of only eight months, — that is, from March 30 to December 1.

The whole number of persons included in the present classified service is 5,535 ; namely, in the clerical service, 546 ; police service, 1,490 ; prison and watch service, 214 ; fire service, 673 ; labor service, 2,612.\*

The annual compensation of all classes amounts to about \$4,250,000.

In the *first division* (the clerical, police, prison and fire service) there have been 84 examinations held, of which 16 were for the State service, 42 for the city of Boston, and 26 for other cities.

\* The additions to the classified service under the new rules, which go into effect March 1, 1886, will increase this number to about 5,685.

The whole number of persons examined was 1,292, of whom 1,267 received what was equivalent to only a common-school education, and 25 received a college education.

The whole number of persons passed was 958, or 74 per cent.

The whole number appointed was 188, or  $19\frac{6}{10}$  per cent. of those passed.

The average age of all the persons examined was about 34 years.

In the *second division* (the labor service of Boston) —

The whole number of persons registered was 1,023; the whole number of persons certified was 697; the number of men called for was 509; the number certified was \*874; the number employed was 440. The number returned as in the employ of the city on the 30th of March last was 2,931. The number on the rolls on the 1st of December was 2,612.

An interesting statement in detail of examinations, certifications, and appointments in the first and second divisions, is given in the Appendix.

There are two departments of the public service in which the number of appointments since the 30th of March last has been sufficiently large to afford a fair test of the new system; namely, the State Bureau of Statistics of Labor, in which there have been 53 clerks appointed; and the Boston Police Department, in which there have been 28 new appointments on the patrol force, and 14 promotions from the lowest to the highest grade included in the classified service.

In answer to the inquiry whether the persons appointed or promoted from those certified as the result of open competitive examinations to be most eligible have proved to be well qualified for the service, and whether the application of the Civil Service rules has, on the whole, been attended with satisfactory results, the Chief of the Bureau of Statistics, under date of November 27, says: —

“ I have the honor to acknowledge the receipt of your communication of the 13th, and to inform you that 53 persons, 5 males

\* This includes second and third certifications of the same persons.

and 48 females, have been certified to this office by your commission, and all have been duly appointed for temporary service on the Decennial Census. Of this number 45 are now employed, one male and two females having resigned, and five females having been duly discharged for the purpose of reducing the force.

“I am very happy to inform you that, as a whole, the force supplied by you is very much superior to the one we should have been likely to have secured through the old method of personal application, and the endorsement of friends.

“The attendance of the clerks has been quite remarkable. No force that has been employed in the Bureau has equalled the present in this respect. The percentage of tardiness or absence has hardly been worth noticing. This fact has contributed largely to the successful advancement of the work of the census, for the census system is so connected in all its parts that the absence of any one clerk might disarrange the work of several others. Therefore, in intelligence, in capacity, in attainment and in attendance upon work, our present force reflects the greatest credit upon the Civil Service system.

“The disadvantages arising from the new system of selecting the clerical force are few and unimportant, while the appointing officer is relieved of a great deal that is disagreeable, for he is put in possession of facts relating to candidates which, under the old system, he would have been obliged to learn through individual inquiry. I am, very respectfully, your obedient servant,

“CARROLL D. WRIGHT, *Chief.*”

The Board of Police for the City of Boston say : —

“In reply to your inquiry, the Board of Police state with much satisfaction that from the certifications for appointment on the patrol force they have been able to select men well qualified in every way for the service ; and that, in the matter of promotions, the system adopted by the Civil Service Commission brings to the top of the list those who, by their conduct, efficiency and educational qualifications, have the highest claims to advancement.

“It can be said emphatically that the application of Civil Service rules to appointments and promotions in this department has been attended with very satisfactory results.

“Very respectfully yours,

“F. C. IRVING, *Clerk.*”

## THE LABOR SERVICE IN BOSTON.

The Commissioners have not considered it expedient to apply rules to the selection of laborers, except in certain departments of the city of Boston, in which a considerable number of persons are employed in that capacity. The whole number of laborers on the pay-rolls of the city, Dec. 1, 1885, in the departments covered by the rules, was 2,612. The number was considerably larger when the rules went into operation on the 30th of March, as several hundred extra men were added to the rolls of the paving department just before that date, in order to furnish a contingent force from which to draw during the season without calling upon this office. The department found itself overloaded, however, as the appropriation was reduced below the usual amount on account of the law limiting the rate of taxation; and an effort was made to relieve the situation by transferring the surplus men to other departments. A class of brokers sprung up, whose services were offered to negotiate transfers for a consideration, but the Commissioners soon put a stop to that traffic. The paving department, being unable to keep all the men at work, suspended a large number. As the season advanced, and these men found they were not likely to get work in the department to which they were attached, and as they saw men getting work in other departments under the Civil Service rules, they became dissatisfied with their position, and demanded either to be put to work or discharged. On the suggestion of the Commissioners, most of these suspended men were given a discharge; and such of them as were certified to be of good character were, upon personal application, placed upon the register.

Owing to the depression in business, there were a large number of unemployed laborers in Boston at the time the rules went into operation; and the duty of making an impartial selection for registration was both difficult and delicate. To register all the unemployed, and give them the idea that they would eventually get city work, would have had a very bad effect on the labor market. It was decided, therefore, that when the number of applications received

were sufficient to meet all probable demands for a period of six months or more, registration should cease, except in the case of applicants who had served in time of war and received an honorable discharge.

The limit of registration having been fixed in advance, the first applicants (up to that limit) who produced satisfactory certificates as to character and capacity, were furnished with numbers which admitted them in regular order, and at stated times, to furnish the information required by the rules. In this way the requisite number was obtained without excitement or disorder, or any charges of unfairness. Every man who applied in season and could produce his certificates had an opportunity to register. It was not necessary that he should know how to read or write; it was only necessary that he should be honest, of sober and industrious habits, and sufficiently able-bodied to do the work for which he applied. The statement which he was called upon to make under oath was as follows, the parts in italics being filled up by the clerk: —

“I, *John Smith*, hereby declare that I am *30* years of age; that I am now living at *200 Prince Street*; that I am a citizen of the *United States*; that I have depending upon me for support *a wife and three children*; that I was in the *military* service of the United States as a *private* for *three years* in time of war, and that I received an honorable discharge therefrom; that I was last employed by *Brown & Co.*, as a *teamster*, for *2 years*; that I was previously employed as a *common laborer on city work*; and that I am qualified by experience to perform the duties of a *teamster*; that I am not a vender of intoxicating liquors, or in the habit of using intoxicating liquors to excess; that I have not been convicted of any offence against the laws of the Commonwealth during the year last past.”

As the certificates presented by applicants were not in all cases satisfactory, the Commissioners took the precaution, before entering any names on the official register, to make inquiries in regard to the residence and reputation of every person. This they were enabled to do very promptly and satisfactorily by having the name and residence of each applicant copied on a card and placed in the hands of the

police, who, under instructions from headquarters, reported in writing on the card as to the character of the person named thereon. Of some eight hundred men whose names were taken during the first three weeks, only seventeen were reported as bad or as having given a false address. In all such cases a note was sent through the mail, stating that, upon the evidence presented, the name could not be registered. In a few instances, the men reported as having bad habits produced satisfactory evidence of good character, and were registered.

Those who are registered are told that it will not improve their chances of getting city work to bring any more certificates or references, or to bring any influence to bear on the Commissioners or the heads of departments; that they are not sure of obtaining city work; and that, if unemployed, they should not stop trying to get work elsewhere.

In filling requisitions for laborers, preference is given (1) to those who have had experience in the kind of work to be done; (2) to those who served in the army or navy in time of war and received an honorable discharge; and (3) to those having families depending upon them for support. By following out these preferences, it has been found possible in all cases, so far, to select the requisite number of names from the register without resorting to a draft by lot.

In responding to requisitions, the Commissioners furnish such information as they possess in regard to the character and capacity of each of the persons certified; and it is stated distinctly that the certification of double the number of men called for is for the purpose of enabling the head of the department to exercise his discretion in the selection of those best fitted for the work; and that, if those selected are found incompetent or untrustworthy, they can be discharged, as the power of removal existing by law on the part of any officer or board is not impaired by anything contained in the Civil Service rules. The names of those selected are required to be returned promptly to the Commissioners, on a blank furnished for the purpose. All discharges, for whatever cause, and all deaths or withdrawals, are also returned on a prescribed form, stating, in the case of discharges, the cause, the character of the service rendered, and the conduct of the



person named. In this way a complete record is kept of all persons employed as laborers in the several city departments; and the semi-monthly pay-rolls at the City Hall are examined from time to time, to see that all the persons named thereon have been employed in accordance with the rules.

As to the success attending the administration of this division of the service, the Commissioners are permitted to quote the words used by His Honor the Mayor of Boston in a recent speech.

He said: "I can certainly testify that it has been a great relief to the city of Boston that the Civil Service Commission has taken care of the laboring population. No men have been more abused than the laborers. They have been made the tools of political tricksters; and with Civil Service reform enforced they are no longer in the hands of political tricksters."

#### EXAMINATIONS.

Copies of the examination papers, constituting the first series, are printed in full in the Appendix. They will show how wide of the mark have been the assumptions of the opponents of the system that the questions related to matters with which only those fresh from their studies in the higher branches of learning were familiar. Of course it is not possible to devise any system which will, by an examination covering a period of only four or five hours, show the full extent of an applicant's capacity. The most that can be done is to learn, by uniform tests, first, whether the applicant possesses the educational and physical qualifications really needed in the position which he seeks; and, second, the relative qualifications of the several applicants for the same kind of service.

It has been the aim of the Commissioners to apply only practical tests; and the results of the examinations show that they have been in a high degree successful. The Chief Examiner has taken pains to ascertain, by consultation with appointing officers, and by talking with those who have been through the examinations (as well those who failed as those who passed), what questions were best calculated to show the real fitness and capacity of the applicants.

In the examinations for the clerical service it will be seen that a few questions were asked in local history and geography, with a view to ascertain the general intelligence of candidates. Those under examination were informed that the answers to these questions were not taken into account in determining their general average standing on the eligible list, but that they were simply for the information of the appointing power. Other things being equal, it was presumed that the head of a department would prefer a clerk who stated that John Hancock was the first governor of Massachusetts under the Constitution, rather than one who stated that George Washington held that position; and that one who knew the Declaration of Independence was signed at Philadelphia was likely to be better qualified for the public service than one who answered confidently that the Declaration was executed in Paris.

It was difficult, however, to make the candidates understand that this part of the examination did not have the same weight as the exercises in writing, composition and arithmetic; and as it appeared that the appointing power seldom took into account anything beyond the work on the obligatory subjects, it was decided to drop from the later series of examination papers all except those matters upon which the general average standing was based.

Copies of the papers used in two of the special examinations are given as samples; it would involve unnecessary expense to print all the papers.

In the later series of examination papers, especially for the clerical service, it has been found necessary to apply somewhat severer tests to the applicants. Had the standard not been raised, the later applicants would have had a decided advantage over those who went through the earlier examinations, as most of them had apparently taken pains to study more fully the subjects upon which they expected to be questioned. Wherever systematic examinations for the Civil Service have been introduced, the educational standard has been steadily advanced, and the character of the service has been correspondingly raised. This is striking testimony to the value of the system as a practical educator.

In their last annual report the Civil Service Commissioners for the State of New York say : —

“In this State the opening of thousands of places in the Civil Service to a fair and equal competition, and the abundant proof that the common school, fitly conducted, is found equal to the task of training its pupils for success in that competition, affords both to the State and to individual citizens a new interest in the popular education provided by tax-payers, that it may have, as far as possible, a standard of uniform excellence, marked by the more approved methods, in order that it may keep pace at once with the advancing requirements of the State, and with the necessity of supplying the education and training essential to fit for those requirements the rising generation of the people.”

It appears that, of the persons examined for the service of the State of New York, and the cities of New York and Brooklyn, seventy-two per cent. were educated in the common schools. Of those examined for the national service in 1884, over seventy per cent. received only a public school education. Of those examined in this State, ninety-eight per cent. received only a common school education ; that is to say, they were either educated in the public schools, or in schools which did not furnish a higher degree of education.

The Commissioners desire to acknowledge their obligations, or rather the obligations of all the people, to the gentlemen who, during the past year, have performed the duty of examiners for the different branches of the service. They have given a great deal of valuable time to the work, especially in the case of the Commonwealth and the city or Boston ; and it has been given, not grudgingly, but cheerfully, and without any compensation except that which comes from the consciousness of having done something to promote good government. Their names are printed in the Appendix.

The examiners for the national service perform the duty by requirement of law as a part of their official service. The examiners for the New York service, who are not at the time in the employment of the State, are allowed five dollars a day ; but the aggregate compensation of any one examiner is not to exceed one hundred dollars per annum.

## CERTIFICATION.

The rules provide that when an appointment is to be made to any office or employment in the classified service, the Commissioners shall certify to the officers or board having the power of appointment the names of the three most eligible persons; and that no person shall be certified more than three times for the same office except by the consent of the appointing power.

This is simple enough when a single appointment is to be made; but, as often happens, requisitions are made for eligible persons to fill a number of vacancies in the same class; and it would be impracticable to go through the form of having a separate requisition made for each vacancy, a separate certification on each requisition, and a separate selection from each certification.

If a separate certification were made for each vacancy, the Commissioners would be obliged either to send in thirty names where ten appointments were to be made, which would be manifestly unfair to those standing high on the list, or to wait until a selection had been made from the first certification, and then send in, on the second, the names of the two not selected on the first and a new name, representing the person who stood fourth on the eligible list.

This operation would have to be repeated (dropping from the certification those whose names had been sent in three times) until the requisite number had been obtained.

To prevent delay in filling requisitions and at the same time deal justly with those on the eligible list, it was decided that, when two or more appointments were to be made, the certification should be made on the basis of a certification three times; and that, after the selection had been made on that basis, the names of those not selected should be held to have been certified three times and therefore not eligible for certification to that department again, except by consent of the appointing power.

To make this method of certification clear and at the same time demonstrate its perfect fairness, the following illustration is given:—

A requisition is made for eligible persons to fill three va-

cancies. If three separate calls were made and time given for the selection and for the return of the papers in each case, the three certifications would include the names of the five standing highest on the eligible list, namely, *on the first certification*: —

No. 1, standing, say,	.	.	.	.	.	95
No. 2,       “       “	.	.	.	.	.	90
No. 3,       “       “	.	.	.	.	.	89

We will suppose that the appointing power selects No. 2.

*On the second certification* No. 1 and No. 3 are sent in again with No. 4, whose standing is 87. The appointing power selects No. 4.

*On the third certification* No. 1 and No. 3 are sent in for the third time, and with them No. 5, whose standing is 85. No. 5 is selected. No. 1 and No. 3, having been certified three times, are not eligible for certification when another requisition is made, unless desired by the appointing power.

Now, instead of making the three separate certifications, one certification of five is made when three persons are to be selected, and a proportional number in every such case.

#### PROMOTIONS.

The question of regulating promotions in office has engaged the attention of the national commission ever since its organization; but up to this time no definite action has been taken. The last annual report states that “the observations of another year have shown more conclusively the need of interposing some examination or tests, to secure to the most meritorious their proper claims to advancement as opportunities occur, and also to shut out the solicitations and influence of outside parties from securing or attempting to secure promotions without merit.”

The law of this State requires the Commissioners to provide in their rules “for promotions in office on the basis of ascertained merit and seniority in service and examination, as may seem desirable.”

It was thought best, in the beginning, not to undertake to establish a system of competitive examinations for all the

classes to which the rules apply, as such a course might interfere with the discipline and efficiency of the service.

The Boston Police Department seemed to be the only one graded and organized in such a way as to make it practicable to apply definite rules in regard to promotion from one position to another. The reorganization of that department by the new Board of Police afforded an admirable opportunity to test the system devised by the Commissioners. One hundred and two members of the force were examined for promotion, the greatest weight being given to actual work as members of the department and to written reports of immediate official superiors as to conduct and efficiency, as required by the law.

Where an original appointment is to be made, only the three most eligible are entitled to certification; but in cases of promotion, it is proper that greater latitude should be allowed to the appointing power. The superior officers, especially in departments where strict discipline is necessary, have special facilities for ascertaining the fitness for promotion of those who serve under them, and their knowledge on that point cannot always be made a matter of record. To enable them, therefore, to make use of their intimate and peculiar knowledge as to the habits and temperament of the candidates, all those who show that they possess the requisite educational qualifications and familiarity with the laws, and the rules and regulations under which they act, are certified as eligible.

The testimony of the Board of Police that, "in the matter of promotions, the system adopted by the Civil Service Commissioners brings to the top of the list those who, by their conduct, efficiency and educational qualifications, have the highest claims to advancement," shows the practical character of the examinations.

In all the other departments coming within the rules, non-competitive examinations are held in cases where the persons promoted from one class to another have not already passed an examination which entitles them to be placed on an eligible list for the higher position. In the Boston Fire Department, limited competitive examinations for promotion were held (at the request of the heads of the department)

in two cases where there were a number of applicants. In both these cases the men admitted to the competition were such as the Fire Commissioners considered qualified (by experience and conduct as members of the department) for promotion, and the examination was for the purpose of testing their relative educational qualifications. The results were eminently satisfactory.

#### THE REGULAR POLICE SERVICE.

In ten cities of the Commonwealth, namely, Worcester, Taunton, Salem, Lynn, Newburyport, Holyoke, Fitchburg, Haverhill, Waltham and Northampton, police officers are appointed annually by the mayor and aldermen, generally "as soon as may be after the organization of the city government on the first Monday in January." In twelve cities, namely, Springfield, New Bedford, Lowell, Lawrence, Gloucester, Chelsea, Brockton, Malden, Newton, Cambridge, Fall River and Somerville, they are appointed to serve during good behavior, or, what is considered equivalent, "during the pleasure of the mayor and aldermen."

The charters generally provide that the mayor and aldermen shall have full and exclusive power to appoint a city marshal, or chief of police and assistants, and all other police officers; and "the same to remove at pleasure," or "for sufficient cause." The only exceptions appear to be the following: In Springfield, New Bedford, Brockton and Malden the charter gives the power of removal to the mayor alone; in Chelsea the charter provides that the officers "shall remain in office until their successors are appointed, or they are removed;" in Newton it is provided that they shall "hold office until they resign, or are removed by the mayor with the consent of the aldermen;" and in Waltham the charter appears to *require* an annual appointment.

By a general act, passed in 1867 (chap. 279), it was provided that "the mayor and aldermen may at any time appoint police officers with all or any of the powers of constables, except the power of serving and executing civil processes, who shall hold their offices during the pleasure of the mayor and aldermen." But when the Public Statutes of

1882 were enacted, this law was expressly repealed. Under the general provision of the statutes that "the several cities shall continue to have and exercise all the powers and privileges, and be subject to all duties and liabilities mentioned in the acts establishing such cities, and in the several acts relating thereto," the charter provisions referred to appear to be in force.

In cities where a considerable police force is required, annual appointments interfere seriously with the efficiency and discipline of the department. The Civil Service rules, by allowing reappointments to be made without the examination and certification required in the case of new appointments, have done something to promote continuity of service, by removing the temptation to make changes for personal or political reasons. In the opinion of the Commissioners, it would be for the benefit of the service to provide, by a general law, that regular police officers in the several cities of the Commonwealth, except Boston, should be appointed by the mayor and aldermen to hold office until death, resignation, or removal by the mayor for such cause as he may deem sufficient, and shall put on record in writing. Experience has shown that where admission to the service is properly guarded, it is not only safe, but expedient, to give the chief executive full power of removal.

#### SPECIAL POLICE OFFICERS.

The present classified service does not include police officers appointed for special or irregular service. Upon the representations made to the Commissioners that in some instances men appointed as special police officers had been assigned to regular duty, in order to evade the Civil Service rules, a circular was sent to the clerks of the several cities, requesting a statement as to the number of special police officers appointed and the terms upon which they might be called upon to do public duty. It appears from the returns that in some of the cities a large number of special officers are appointed, with all the powers of the regular officers ; \*

\* In Cambridge there are 250 special officers ; in Holyoke, 150 ; in Worcester, 150 ; in Springfield, 75 ; and in other cities from 10 to 60.



that they are mostly in the service of private corporations and individuals; that the chief officer of the police department has authority to call upon them in cases of emergency; and that when serving the city they receive a certain compensation for each day's, or each hour's, duty. In other cities a few persons are appointed as substitutes, to be called into the service when regular officers are sick or on leave. In still others, any special or extra duties are performed by those appointed as constables.

Previous to the year 1878 it was customary for the mayor and aldermen of Boston to annually appoint, upon the request of private parties, a large number of special police officers. The appointing power was often exercised in such a loose and irresponsible manner that it became a scandal. Persons were appointed to protect disreputable places, and it was not an unusual thing for special officers to be taken before the courts for being drunk and disorderly. Under the special law of 1878, establishing a board of police commissioners in Boston, the commissioners were authorized, if they deemed it expedient, upon the written application of any responsible corporation or person, to appoint for a term not exceeding one year, suitable persons to be special police officers to serve without pay, and to preserve order and enforce the laws and ordinances in and about any place of amusement, place of public worship, wharf, manufactory or other locality specified; provided, that the corporation or person making the application should give bond to the city treasurer to be liable to parties aggrieved by any official misconduct of such police officer, to the same extent as for the torts of agents and servants in their employment. This provision has had the effect of greatly reducing the number, and improving the character of the appointments.

It seems desirable that the power of appointing special officers in other cities should be limited and defined; otherwise, as the cities increase in size, the power may be used to degrade the public service. It seems hardly practicable to apply the Civil Service rules to all the appointments made under the present system, and it is difficult to draw the line as to the character and extent of the public service

performed by a special officer which might properly bring him under the rules.

#### THE ARMY AND NAVY PREFERENCE.

The discussion which took place in last year's session of the Legislature, on the question of amending the Civil Service law so that those who served in the late war and received an honorable discharge could be appointed to positions in the Civil Service without any examination as to their qualifications, makes it proper to state here, somewhat in detail, the practical effect of the preference required to be given by existing legislation, and the probable effect of the legislation proposed.

By sect. 14 of the present law the Commissioners are required to provide, in their rules, "for giving preference in appointments to office and promotions in office (other qualifications being equal) to applicants who served in the army or navy of the United States in time of war, and who have been honorably discharged therefrom."

This is substantially in accordance with the provisions of the New York law on that point; namely, that such persons shall be preferred for appointment to positions in the Civil Service of the State, and of the cities affected by the Civil Service act, over other persons *of equal standing*, as ascertained under the act and the act amendatory thereof; and that "the persons thus preferred shall not be disqualified from holding any position in said Civil Service on account of age, nor by reason of any physical disability, provided such disability does not render them incompetent to perform the duties of the position applied for."

The preference under the United States laws is confined to those disabled in the service. The provision is as follows:—

"Persons honorably discharged from the military or naval service, by reason of disability resulting from wounds or sickness incurred in the line of duty, shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of such office." (U. S. Stats., sect. 1754.)

The preference which the law of this State requires to be given by the rules is fully covered in the following provisions : —

*First.* That persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall be preferred for appointment in the Civil Service over other persons of equal qualifications, as ascertained under the rules ; and persons thus preferred shall not be disqualified from holding a position in the Civil Service on account of any physical disability, provided such disability does not render him incompetent to perform the duties. (Rule XIX., cl. 6.\*)

*Second.* That the limits as to the age of applicants for police and prison service of the Commonwealth and the several cities, except Boston, “ shall not apply . . . to persons who have served in the army or navy of the United States in time of war, and received an honorable discharge therefrom.” (Rule IX., cl. 1.)

There is no limitation as to the age of applicants for the clerical service ; so that those who served in the late war are not disqualified by age from seeking any position in the public service, except in the police and fire departments of Boston. In those departments the limits of age, as fixed by the local regulations, operated to exclude those who served in the late war ; and the limitations, as fixed by the Civil Service rules, — namely, not less than twenty-two nor over thirty, — were adopted upon the earnest request of the heads of those departments, and solely with a view to securing the most efficient service.† Those are the only departments

\* This is substantially the same as Rule XLIV. for the State of New York, approved by Gov. Cleveland in 1884, and now in force. It is the only provision on that subject contained in the New York rules. The rules for the United States service contain only one provision for preference ; namely (Rule XII., cl. 2), that the limitations as to the age of applicants “ shall not apply to persons honorably discharged from the military or naval service of the country, who are otherwise qualified.”

† In some of the other cities of the Commonwealth, the limits of age, as fixed by the local regulations, make most of those who served in the late war ineligible for appointment on the police. For instance, in New Bedford, Chelsea, Fall River, Cambridge and Springfield, the local rules provide that no person over 40 years of age can be appointed ; and no exception is made on account of military or naval service. In Worcester the rules fix the limit of age at 45. In New York and Brooklyn, applicants must be between 21 and 30 years of age ; and in the latter city preference is given to those who are between 26 and 30.

covered by the rules in which the members can, after a certain number of years' service, be retired on a pension. Most of those who served for any length of time in the late war are now over forty years of age, so that, under the most favorable conditions, they would not be able to perform active duty for many more years; the discipline and efficiency of the department would necessarily suffer therefrom, and the pension list would eventually become a serious burden upon the city. In cases of promotion in the police and fire departments of Boston, the veterans of the late war get the full benefit of the preference given by the rules.

*Third.* That in the notifications for examination "persons who have served in the army or navy in time of war, and been honorably discharged therefrom, shall have precedence." (Rule XIV.)

The date of the reception of each application is noted, and where the applicants for admission to any class are, as frequently happens, in excess of the number that can be examined at a single examination, the veterans take precedence of all others. In case a requisition is made to fill a vacancy in the service before all the applicants have been examined, this priority of examination will improve the chances of the veterans for certification.

*Fourth.* That in the certification to appointing officers of persons eligible for appointment, those who served in the late war shall be specially indicated. (Rule XIX., cl. 2.)

Where a number of persons are certified as eligible for appointment, the appointing power is required to take those marked as having served in the late war, other qualifications being equal, in preference to those who did not serve. It is within the knowledge of the Commissioners that, under this requirement, veterans who would otherwise have been passed over by the appointing power have secured positions in the public service, — not by favor, but by showing that they possessed equal, or superior, qualifications to their competitors.

*Fifth.* That in the selection of persons for the labor service in the city of Boston, preference shall be given, other qualifications being equal, to those who served in time of war. (Rule XXX., cl. 2.)

Under the special regulations relating to the labor service, the register is open at all times to veterans of the late war, while it is open to others only when the demand exceeds the supply. The result of this preference is to give the veterans who apply for work in this branch of the service the first chance for certification. If they are not selected, it is because the appointing power does not, for reasons of its own, choose to select them; or because, as appears in many cases, the men refuse the work for which they applied.

That the veterans of the late war get the full benefit of the preference given by the rules, and that, in those branches of the service for which their experience best fits them, they have a decided advantage in the competition with others, is shown conclusively by the following statement:—

The whole number of persons examined for positions in the first division (*i. e.*, clerical, police, prison and fire service), entitled to preference for military or naval service, is 191. The number of those who have passed the appropriate examinations for original appointments and promotions, and secured a position on the eligible list, is 149, or 78 per cent. of the applicants. Of the other applicants the percentage of those who passed was only 73 per cent.

Of the 158 who applied for admission to the service, 117 passed; that is, 74 per cent., as against 72 per cent. of other male applicants. The number of veterans appointed is 30, or 26 per cent. of those who passed, as against 15 per cent. of other males on the same eligible list.

In that branch of the service in the first division for which those who have had experience in the army or navy are especially qualified,—namely, turnkeys, watchmen, and overseers,—the results of the several examinations have demonstrated the practical character of the tests applied.\* The whole number of persons examined for this service, entitled to the army and navy preference, is 64, of whom 55 passed; being 86 per cent., as against 88 per cent. of all others. The number appointed is 21; or 38 per cent. of those who passed,

\* In the examinations for prison and police service, applicants who have served in the army or navy, in time of war or otherwise, are credited with the discipline acquired in such service, and a certain number of marks awarded therefor under the head of "Experience."

as against 28 per cent. of all others. In the case of the district police, there were, at the only examination held, 32 applicants, of whom 18 were veterans. The whole number passed was 15, or 47 per cent. The number of veterans passed was 10, or 55 per cent. Five appointments were to be made; and of the five who stood at the head of the list, three were veterans, and were appointed.\* In the matter of promotions in the Boston Police Department, all but one of the applicants who served in the army or navy passed; and of the 11 promotions made, 3 were veterans.

In the labor service of Boston the result of the preference is very striking. Of the whole number (1,023) of persons registered, up to the 1st of December, 192 were veterans, or 26 per cent. Of the whole number (697) certified for employment, 165 were veterans; or 86 per cent. of the veterans certified, as against 61 per cent. of all others. Of the whole number (440) employed, 107 were veterans, or 65 per cent. of those certified.

There were 27 veterans on the list December 1, who had not been certified because (as shown in the detailed statement contained in the Appendix) they applied for special kinds of work for which there had been no calls admitting of their certification. The difference between the number certified (165) and the number employed (107) is accounted for in the returns of the heads of departments, showing that in many cases the men declined the work offered them, or failed to keep their engagements to go to work.

On such a statement of facts it cannot be said that the Civil Service examinations stand in the way of the veterans who seek employment in the public service in positions for which they are fitted. Some of the applicants, especially for the labor service, have complained of what appeared to them a disposition on the part of this office to stretch the preference for veterans beyond the provisions of the law. But an examination of the records will show that every veteran certified for employment was certified because he was entitled to it under the law. While the Commissioners have jealously guarded the rights of the veterans, they have

\* One of the number subsequently declined the appointment.

carefully abstained from trespassing upon the rights of others. The veterans have triumphed by being able to show that they possessed qualifications equal to, or higher than, their competitors. It has been a triumph on a fair field, with no favor except that of preference in case of equality.

But it has been said that many veterans who are qualified for the public service hesitate, on account of their want of education, to come forward and compete with those who are fresh from their studies. The observation of the Commissioners leads them to believe that the number of veterans now (more than twenty years after the war) seeking employment in the public service has been much exaggerated. Most of them are in positions, public or private, with which they are well satisfied; and they would not be found, under any circumstances, among the applicants for office. The result of the Civil Service examinations shows that those who are in want of office, and who have come forward to submit to a practical test of their qualifications, have no reason to fear competition with others; that the weight given to their experience and discipline over-balances mere book-learning; and that, with the just preference accorded under the rules, they have a much better chance for appointment, or employment, in the public service than they ever had before.

The experience of the Commissioners in enforcing the preference to be given to veterans has been such as to convince them that the proposition, which came so near being adopted by the last Legislature, instead of accomplishing the object aimed at, would have had just the contrary effect, — would have enabled the appointing power to ignore them in cases where, under the present rules, they must have been selected.

The proposition that veterans who secure the minimum number of marks for eligibility shall be certified, in preference to those who secure the highest marking, is as much at variance with the principle upon which the system rests as the proposition that veterans may be appointed without examination. It is hardly consistent to provide for open competitive examination, and then give to a certain class of persons taking part in that examination, the right to certifi-

cation for appointment without regard to their standing on the eligible list. Those who did not belong to the favored class would have little inducement to present themselves for an examination in which their merits were to be only partially considered. In reporting the National Civil Service Act, the Senate Committee stated that the object of the reform was to “enable appointments to be won in *open competitions by the most worthy*.” Any deviation from the rule for the selection of the fittest is calculated to impair the efficient administration of the service.

On a recent proposition to amend the rules applicable to the Civil Service in the cities of New York, so that all veterans on the eligible list should be entitled to preference without regard to their standing, the Supervisory Board for the city of New York said:—

“We are at a loss to see that there can be any sound reasons of policy which would justify the friends of Civil Service reform in submitting voluntarily to the encroachment proposed upon a fundamental principle of the reform. On the contrary, we think that it would be an evidence of weakness on their part, which would greatly encourage those who are opposed to the reform, and who are seeking to nullify, as far as possible, what has been accomplished, by creating exceptions to the operation of its rules, so as to make political influence, and not the merit of the applicant, the determining factor in certain classes of appointments.”

#### THE RULES.

Before the rules went into operation, and while the question of making an appropriation to cover the expenses of the current year was under consideration, the House of Representatives required the opinion of the Justices of the Supreme Judicial Court as to the constitutionality of certain provisions of the Civil Service act, and the validity of the rules made thereunder. The opinion of the justices fully sustained the law, and also the validity of the rules, so far as they had been called in question.\* This greatly strengthened the hands of the Commissioners in carrying on their work.

\* The opinion is printed in full in the Appendix.



A practical application of the original rules has shown them to be on the whole well adapted to an efficient administration of the service. The only changes made during the year were as follows :—

(1) Extending the classified service in the first division to cover draw-tenders and assistant draw-tenders of bridges, and foremen and sub-foremen of laborers in Boston, — in all about one hundred and fifty persons ; (2) allowing applicants for the fire service in Boston, who have served as “ call substitutes,” and who are over thirty years of age, to deduct from their actual age any time, not exceeding five years, during which they have served in that capacity ; (3) preventing applications for re-examination on the part of those already on the eligible list, who wish to get the advantage of other competitors.

The drawbridges in and around Boston have heretofore been under the charge of superintendents elected by the city council or the board of aldermen ; but, under the reorganization of the city government, there is to be a general superintendent of bridges appointed by the mayor and aldermen, with power to appoint draw-tenders and assistants for the several bridges.

It will improve the service to have vacancies in these positions filled from those who have passed a competitive examination.

In the case of the foremen and sub-foremen of laborers in Boston, it was especially desirable, for several reasons, that they should be brought under the Civil Service rules ; and the experience of the city of Brooklyn has demonstrated that practical tests can be applied, which will show who among the applicants are best fitted for that branch of the service. Since the rules relating to the labor service went into operation, complaints have been made that some foremen have shown a disposition to discriminate against the men employed under the new system ; to put them in the most trying positions, and to report them for discharge without due cause. By applying the rules to the selection of foremen, it will have the effect of changing their tenure of office and their relation to those under them, and check any disposition to annoy or ill-treat the men furnished through this office.

In regard to the change concerning the fire service of Boston it may be said, by way of explanation, that there are now, and probably always will be, a few men between thirty and thirty-five years of age, serving as "call substitutes," and whose experience in that service is of sufficient value to justify their admission to the department at an age which would disqualify men without experience. The new rule allows men who have had such experience to deduct from their actual age the time during which they have served as "call substitutes," and if such deduction brings them below thirty years, then they will be eligible for examination.

The rule in regard to re-examinations is necessary to prevent applications on the part of those who, having secured a position on the eligible list, hope to improve their standing and get an advantage over their competitors. At the expiration of one year from the time of being entered on the list, any person can apply, under the present rules, and be re-examined, or can be placed on a new register with the same average standing. No check is placed upon the re-examination of those who fail to secure a position on the eligible list.

These additional rules received the approval of the Governor and Council on the 2d of December. Official notice has been given, as required by law, that they will go into operation on the first day of March next.

#### OFFICERS OF THE SENATE AND HOUSE.

The Commissioners have not included in the classified service the offices and positions under the sergeant-at-arms. The Public Statutes provide (chap. 5) that, "in case of disability, or necessary absence of the sergeant-at-arms, he may appoint, subject to the approval of the presiding officers of the two branches of the General Court, or, during its recess, of the Governor, a suitable person to perform the duties of his office" (sect. 2) ; also for the appointment, subject to the approval of the Secretary and Treasurer of the Commonwealth, of "four good and discreet persons, who shall be known as the 'sergeant-at-arms' messengers,' to perform the duties of document clerk, sergeant-at-arms' clerk, messengers to the several departments (except that of Secretary of the Com-

monwealth), janitors of the State House, and such other duties as the sergeant-at-arms may require" (sects. 6, 7); and also for the appointment of an engineer, who shall take charge of the heating and ventilation of the State House; a watchman, who shall remain at the State House every night, and shall maintain proper watch and guard for the security thereof, etc.; a fireman and an assistant fireman at the State House; and a competent man to be janitor and fireman at the Commonwealth Building in Boston (sects. 9 and 10, and Stats. 1884, chap. 14, sect. 2). The statutes further provide that the sergeant-at-arms shall be responsible "for the fidelity and good conduct" of all these officers (sects. 2, 6, 9); and he is required to give bond "for the faithful performance of his duties, and to account for all money intrusted to him for the use of the Commonwealth" (sect. 3). All these officers, therefore, come within the exemption from the operation of the Civil Service act (Stat. 1884, chap. 320), expressly provided in sect. 15, of "officers for the faithful discharge of whose duties a superior officer is required to give bond." The obvious intention of that exemption is to give an appointing officer unrestricted control over the appointment of subordinates for whose official conduct and fidelity he is pecuniarily and directly responsible. To oblige the sergeant-at-arms to appoint these officers under the Civil Service rules would violate the intention, if not the express language, of the exemption.

The remaining offices under the sergeant-at-arms are provided by chap. 5, sect. 5, as follows: "He shall, immediately after his election, appoint, subject to the approval of the presiding officers of the two branches respectively, suitable and proper persons to be door-keepers to each house, who shall, during the session, render him all necessary assistance; and he shall also appoint, subject to like approval, such assistants to the door-keepers as the two houses may respectively direct." These door-keepers and assistants serve only during the session of the Legislature, and are "allowed the same compensation as messengers, and \$100 each in addition for the regular annual session." (P. S., chap. 2, sect. 17.) Their appointment is also subject to the confirmation of the

presiding officers of the Senate and House, as the official representatives of the Legislature.

After careful consideration, the Commissioners are of the opinion that these door-keepers and assistants cannot be included in the classified service without interference with the recognized and jealously guarded privilege of the legislative branch of the government.

The justices of the Supreme Judicial Court, in their opinion last year affirming the constitutionality of the Civil Service act and rules, refer to the provision in art. 4 of chap. 1 of the Constitution, conferring upon the General Court full power and authority to provide for the naming and settling all civil officers not provided for in the Constitution, and add: "In the exercise of this power the Legislature has the right to prescribe the qualifications of all officers and servants of the public *not provided for in the Constitution.*" (138 Mass., 601, 603.) The only officers classified under the Civil Service rules are officers whose appointment is fixed by statute. But the Constitution expressly provides: "The Senate shall choose its own president, *appoint its own officers,*" etc. (Art. 6 of sect. 2, chap. 1.) The House of Representatives "shall choose their own speaker, *appoint their own officers,*" etc. (Art. 10 of sect. 3, chap. 1.) The court was not called upon to say whether, under this constitutional right in each branch of the Legislature to appoint its own officers, the Civil Service act should be construed as conferring upon an executive commission of the government power to regulate the mode of appointment, or to restrict the number of persons from which appointments shall be made, of persons to fill these subordinate positions in the service of each house.

The Commissioners have not deemed it necessary to pass upon this question; as, in their opinion, upon principles elementary and well recognized in our system of government, the collective privilege of the Legislature implies unrestricted control over the appointment of its personal servants. Mr. Cushing, in his *Law and Practice of Legislative Assemblies*, states as one of "the rights and immunities incident to, or conferred upon, a legislative assembly," the privilege "to choose its own officers, and remove them at

pleasure." (Sects. 610, 611, 612.) The legislative branch of the government, to enjoy the absolute independence of the executive branch of the government, secured to it by the Constitution, should be left entirely free in its appointment of, and control over, persons who necessarily have constant access to and more or less control over the floor of each house, are in daily personal contact with members, and might, if appointed by the intervention of a department of the executive branch of the government, improperly interfere with their action or freedom. In view, therefore, both of the questions which might arise under the express provisions of the Constitution and of the well-settled principles governing the rights and immunities of the legislative branch of the government, the Commissioners determined that these officers were not within the scope of the law.

As neither the national Civil Service Commissioners nor those of New York have included these officers of the Legislature in the classified service, it is presumed that they concur in the opinion that the absolute freedom from executive control or interference requires that such officers shall remain, in appointment and removal, entirely subject to the legislative pleasure.\*

If, however, the Legislature, by act or resolve, will indicate a desire that these officers, or any of them, shall be appointed, like the employees in the executive departments, under the Civil Service rules, the Commissioners will take pleasure in preparing a suitable scheme to test the qualifications of applicants.

#### CONCLUSION.

In the first report presented to your honorable body, the Commissioners stated that they had "not considered it expedient, in the beginning, to apply rules to all the offices and positions covered by the law;" and that "only those branches of the service in which a considerable number of persons are employed, requiring qualifications which can be

\* The Secretary to the Board of Civil Service Examiners in Albany, says, in reply to an inquiry, "These positions, as well as all others connected with our Senate and Assembly, are unknown in the service, and consequently applicants for appointments thereto do not come under the jurisdiction of the Board."

ascertained by simple and uniform tests, have been included in the present classification."

The successful operation of the system in this limited sphere induces the Commissioners to hope that it may be extended, from time to time, over a larger field. They have received applications from several cities, requesting that the rules be extended to cover more of the subordinate officers and employees, especially the members of the fire departments and the laborers. It is impossible for them to do so to any large extent with their present means; and there are some objections to recommending that an appropriation should be made from the treasury of the Commonwealth.

It is doubtful whether cities have authority, under the present laws, to appropriate money for such a purpose; and the Commissioners would suggest that, under the circumstances, it may be wise for the Legislature to grant authority and thus give any city desiring to have the system extended to other departments of its government an opportunity to secure it.

It has been the aim of the Commissioners to introduce the new system as quietly as possible, avoiding any unnecessary or irritating assertion of authority or outward display of official zeal. During the short time that the rules have been in operation a marked improvement has been made, not only in the method of selecting persons for the public service but in the character and capacity of those selected.

The reform commends itself generally to those in authority; and if the rule for the selection of the fittest is steadily adhered to, it may be said with confidence that it will secure a permanent place in the administrative system of the State.

Respectfully submitted,

JAMES M. BUGBEE,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,  
*Civil Service Commissioners.*

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## APPENDIX.

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# APPENDIX.

## EXAMINATIONS AND APPOINTMENTS.

From February 21 to November 30, 1885, inclusive, there were held in Boston for the State and city services 58 examinations, as follows : —

### COMPETITIVE EXAMINATIONS.

For State clerical service,	.	.	.	.	.	.	8
Boston “ “	.	.	.	.	.	.	7
State Prison “	.	.	.	.	.	.	4
Boston “ “	.	.	.	.	.	.	4
Boston fire “	.	.	.	.	.	.	6
Boston “ promotion,	.	.	.	.	.	.	3
District police service,	.	.	.	.	.	.	1
Boston “ “	.	.	.	.	.	.	4
Boston “ promotion,	.	.	.	.	.	.	5
							— 42

### NON-COMPETITIVE EXAMINATIONS.

For State clerical service,	.	.	.	.	.	.	1
Boston “ “	.	.	.	.	.	.	3
State Prison “	.	.	.	.	.	.	2
Boston “ “	.	.	.	.	.	.	7
Boston fire promotion,	.	.	.	.	.	.	1
Boston police “	.	.	.	.	.	.	2
							— 16

There have been 26 examinations for the clerical, police and prison service of other cities than Boston, as follows : —

Brockton, . . . 1	Cambridge, . . . 1	Fall River, . . . 2
Fitchburg, . . . 1	Haverhill, . . . 1	Holyoke, . . . 1
Lawrence, . . . 1	Lowell, . . . 3	Lynn, . . . 2
Malden, . . . 1	New Bedford, . . . 2	Newton, . . . 1
Salem, . . . 1	Somerville, . . . 2	Springfield, . . . 2
Taunton, . . . 1	Waltham, . . . 1	Worcester, . . . 2

The whole number of persons examined for positions in the first division, is as follows : —

For the clerical service, . . . . .	485
prison     " . . . . .	166
fire       " . . . . .	180
fire promotion, . . . . .	22
district police service, . . . . .	32
Boston police     " . . . . .	112
Boston police promotion, . . . . .	102
police service, other cities, . . . . .	193
	— 1,292

The whole number passed is as follows : —

For the clerical service 313, or  $64\frac{5}{10}$  per cent. of those examined.

For the prison service 145, or  $87\frac{3}{10}$  per cent. of those examined.

For the fire service 124, or  $68\frac{8}{10}$  per cent. of those examined.

For fire promotion 22, or 100 per cent. of those examined.

For the district police 15, or  $46\frac{8}{10}$  per cent. of those examined.

For the Boston police 98, or  $87\frac{5}{10}$  per cent. of those examined.

For Boston police promotion 101, or  $99\frac{1}{10}$  per cent. of those examined.

For police service, other cities, 140, or  $72\frac{5}{10}$  per cent. of those examined.

The whole number appointed is as follows : —

In the clerical service, . . . . .	72
prison     " . . . . .	46
fire       " . . . . .	6
By promotion in fire service, . . . . .	4
In the district police,     " . . . . .	5
Boston     "     " . . . . .	28
By promotion in Boston police service, . . . . .	14
In police service, other cities, . . . . .	13
	— 188

The average age of persons examined for original appointment is as follows : —

For the clerical service, . . . . .	30 $\frac{22}{100}$ years.
prison     " . . . . .	37 $\frac{15}{100}$ "
fire       " . . . . .	27 $\frac{1}{5}$ "
Boston police service, . . . . .	28 $\frac{1}{10}$ "
district     "     " . . . . .	39 $\frac{7}{16}$ "
police service, other cities, . . . . .	34 $\frac{1}{10}$ "

Following are the figures on which this statement is based : —

	WHOLE NUMBER EXAMINED.			WHOLE NUMBER PASSED.			WHOLE NUMBER APPOINTED.			Average Age.	Common-School Education.	College Education.
	Male Civilians.	Veterans.	Females.	Male Civilians.	Veterans.	Females.	Male Civilians.	Veterans.	Females.			
State clerical service, . . . . .	89	13	149	58	8	109	5	3	53	29 <sup>9</sup> / <sub>10</sub>	236	15
Boston clerical service, . . . . .	105	10	73	59	3	40	5	—	1	28 <sup>11</sup> / <sub>10</sub>	183	5
Clerical service, — other cities, . . . . .	23	5	18	14	5	17	4	—	1	31 <sup>3</sup> / <sub>10</sub>	42	4
State Prison service, . . . . .	38	29	—	32	24	—	6	12	—	38 <sup>5</sup> / <sub>10</sub>	66	1
Boston prison service, . . . . .	63	35	—	57	31	—	18	9	—	37 <sup>1</sup> / <sub>10</sub>	98	—
Prison service, — other cities, . . . . .	1	—	—	1	—	—	1	—	—	36	1	—
Boston fire service, . . . . .	173	7	—	118	6	—	6	—	—	27 <sup>4</sup> / <sub>10</sub>	180	—
Boston fire promotion, . . . . .	16	6	—	16	6	—	2	2	—	36 <sup>3</sup> / <sub>10</sub>	22	—
District police service, . . . . .	14	18	—	5	10	—	3	2	—	39 <sup>7</sup> / <sub>10</sub>	32	—
Boston police service, . . . . .	112	—	—	98	—	—	28	—	—	28 <sup>16</sup> / <sub>10</sub>	112	—
Boston police promotion, . . . . .	75	27	—	75	26	—	11	3	—	39 <sup>10</sup> / <sub>10</sub>	102	—
Police service, — other cities, . . . . .	152	41	—	110	30	—	9	4	—	34 <sup>10</sup> / <sub>10</sub>	193	—
	861	191	240	643	149	166	98	35	55	406 <sup>52</sup> / <sub>100</sub>		
	1,292			958, or 74 per cent. of those examined			188, or 19 <sup>6</sup> / <sub>10</sub> per cent. of those who passed.			331 <sup>0</sup> / <sub>10</sub>	1,267, or 98 per cent.	25

Of the non-competitive examinations held, the one for the clerical service of the State was of a male stenographer to fill a position in the Bureau of Statistics of Labor; there being no male stenographers on the eligible list at that time.

Of the three non-competitive examinations held for the clerical service of Boston, the first was for the position of clerk to the Inspector of Milk and Vinegar, there being no person on the eligible list possessing the special qualifications required in that position; the second, of a stenographer to fill a position in the office of the Board of Police, there being no person on the eligible list who used the system of stenography required in that department; and the third was of a clerk for the City Hospital, there being no person on the eligible list who would accept the position at the salary paid.

The two non-competitive examinations for the prison service of the State were of persons who had been appointed before an eligible list for that branch of the service had been established.

Of the seven non-competitive examinations for the prison service of Boston, one was to fill a position in the House of Correction, and the others were for positions in the institutions at Deer Island. In each case, there was no person on the eligible list who would accept the position at the salary paid.

The non-competitive examination for the fire service was of a person designated for promotion, in accordance with the Civil Service rules, by the Fire Commissioners.

The two non-competitive examinations for the police service were of persons designated for promotion, in accordance with the Civil Service rules, by the Board of Police.

Respectfully submitted,

WARREN P. DUDLEY,  
*Secretary.*

HENRY SHERWIN,  
*Chief Examiner*

## LABOR SERVICE IN BOSTON.

The following report shows, in detail, all official transactions during the eight months ending Nov. 30, 1885, in the administration of the rules relating to the "employment of laborers in certain departments of the city of Boston."

### STATEMENTS AND REGISTRATION.

Whole number of statements taken, . . . .	1,138
Number of applicants found to be employed by the city, . . . . .	92
Number of applicants rejected (for various causes),	17
"    " applications withdrawn, . . . .	6
	115
	1,023
Number registered with credit as veterans, . . .	192
"    " without credit as veterans, . . .	831
	1,023

### CERTIFICATION.

Number of names certified to several departments, . .	874
"    " persons certified once, . . . .	543 = 543
"    " "    " twice, . . . .	133 = 266
"    " "    " three times, . . . .	19 = 57
"    " "    " four " . . . .	2 = 8
Whole number of persons certified, . . . .	697
"    " "    " certifications, . . . .	874
Number of persons registered, but not certified, . . .	326
Of whole number certifications there were of veterans, .	225
"    " "    " "    " "    " others, . . . .	649
	874

Of whole number certifications there were of veterans,	25 $\frac{75}{100}$ %
“ “ “ “ “ “ others,	74 $\frac{25}{100}$ %

Percentage of those registered having credit as veterans,	18 $\frac{77}{100}$
“ “ “ not having credit as veterans,	81 $\frac{23}{100}$

Number of registered veterans certified,	165
“ “ “ not certified,	27
	<u>192</u>

Number of persons (not veterans) certified,	505
“ “ “ “ not certified,	326
	<u>831</u>
	<u>1,023</u>

Percentage of registered veterans certified,	85 $\frac{94}{100}$
“ employed of “ “	*64 $\frac{85}{100}$
“ “ “ registered,	55 $\frac{73}{100}$

Percentage of those registered (not veterans) certified,	60 $\frac{77}{100}$
“ employed of those “ “	*65 $\frac{94}{100}$
“ “ “ “ registered,	40 $\frac{77}{100}$

Percentage employed of whole number certified (including those certified more than once),	50 $\frac{34}{100}$
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## CERTIFICATION AND EMPLOYMENT.

Requisitions received,	67
“ countermanded,	1
	<u>66</u>

Total responded to,	<u>66</u>
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Number of men called for,	<u>509</u>
Number of men certified, { veterans,	225
{ others,	649
	<u>874</u>

\* It will be seen that the percentage employed of all the veterans certified is a little below the percentage employed of those not veterans. It is owing to the fact that a considerable number of the veterans declined work when it was offered to them, or failed to keep their engagements to go to work at a specified time.

Number of men employed,	{ veterans,	. . . . .	107	
	{ others,	. . . . .	333	440

Number returned March 30 in the employ of the city,	. . . . .	2,931
“ added by employment, transfer or restoration,	. . . . .	490
Whole number on the rolls,	. . . . .	3,421
“ “ discharged, transferred and died,	. . . . .	809
Whole number now in the service,	. . . . .	2,612

## DISCHARGES.

Of those employed prior to March 30, there have been discharged . . . . .	621
Of those employed subsequent to March 30, there have been discharged . . . . .	188
Whole number discharged, . . . . .	809

CAUSE OF DISCHARGE.	Of those em- ployed before March 30.	Of those em- ployed since March 30.	Totals.
Incompetency and unsatisfactory work,	45	32	77
Bad habits, . . . . .	21	8	29
Lack of work, . . . . .	365	42	407
Resigned or withdrew, . . . . .	127	102	229
Transferred, . . . . .	53	4	57
Died, . . . . .	10	—	10
Total, . . . . .	621	188	809

Following are the figures on which this report is based:—

*Comparison of Discharges.*

DEPARTMENTS.		Inc competent	Unsatisfactory.	Bad habits.	Lack of work.	Resigned and withdrew.	Transferred.	Died.	Totals.	Grand totals.
Paving.	Old employees,	1	19	2	272	16	50	4	345	345
Water.	{ Old " { New	17	6	7	10	78	1	3	118	226
Health.	Old	1	5	5	4	12	-	2	24	24
Common and Squares.	{ Old employees, " { New	13	2	2	-	3	-	-	18	56
		14	2	2	8	14	-	-	38	56
M. D. W.	Old employees,	-	1	-	1	1	2	-	2	2
Park.	{ Old " { New	5	1	1	53	13	-	-	74	89
Sewers.	{ Old " { New	1	-	-	2	-	-	-	3	30
		4	-	-	19	4	4	-	27	30
Lamp.	Old	1	1	1	-	-	-	1	6	6
E. B. F.	Old	1	1	1	2	-	-	-	4	4
Mt. Hope.	Old	-	-	-	17	2	-	-	19	19
Cedar Grove.	Old	-	-	2	4	2	-	-	8	8
		45	32	21	365	127	53	10	621	809
				8	42	102	4	-	188	



	Number of Regu- lations.	Number of Men called for.	Number of Men certified.		Total number cer- tified.	Number of Men employed.		Total number em- ployed.	Number employed March 30, 1885.	Added by transfer or restoration.	Number on Dep't rolls to date.	Number discharged, transferred, and died.	Number at present employed.
			Vets.	Others.		Vets.	Others.						
Paving Department, . . . . .	—	—	—	—	—	—	—	—	1,253	3	1,256	345	911
Water " . . . . .	26	242	175	308	483	90	162	252	470	5	727	226	501
Health " . . . . .	5	14	15	13	28	7	2	9	515	1	525	24	501
Common and Squares Department, . . . . .	4	53	7	41	48	4	41	45	99	—	144	56	88
Main Drainage Works, . . . . .	6	17	3	30	33	—	8	8	52	—	60	2	58
Park Department, . . . . .	12	65	6	114	120	2	42	44	194	1	239	89	150
Sewer " . . . . .	7	93	9	125	134	2	72	74	81	39	194	30	164
Lamp " . . . . .	6	25	10	18	28	2	6	8	143	1	152	6	146
East Boston Ferry Department, . . . . .	—	—	—	—	—	—	—	—	51	—	51	4	47
Mount Hope Cemetery " . . . . .	—	—	—	—	—	—	—	—	50	—	50	19	31
Cedar Grove " . . . . .	—	—	—	—	—	—	—	—	23	—	23	8	15
	66	509	225	649	874	107	333	440	2,931	50	3,421	809	2,612

Number on list and not certified, . . . . .	326
“      of veterans not certified, . . . . .	27
	<hr/>
	299

Of this number many were applicants for work on the ferries or in the paving department, from which no requisitions have been received; 33 were not citizens, and the few remaining had no families depending upon them for support.

Of the registered veterans not certified, —

- 6 were applicants for work in the E. B. Ferry Department only.
- 5 “      “      “      “      “      Lamp Department only.
- 4 “      “      “      “      “      Paving Department only.
- 2 “      “      “      “      as engineers only.
- 2 “      “      “      “      as painters only.
- 2 “      “      “      “      as gardeners only.
- 1 was an applicant for work as a stone-cutter only.
- 1 did not produce his certificate of discharge from the service until after the last requisition received had been filled.
- 4 have been registered since the last requisition was filled.

Respectfully submitted,

GEORGE H. JOHNSON,  
*Registration Clerk.*

## Commonwealth of Massachusetts.

[Chapter 320, Acts of 1884.]

## AN ACT TO IMPROVE THE CIVIL SERVICE OF THE COMMONWEALTH AND THE CITIES THEREOF.

*Be it enacted, etc., as follows :*

SECTION 1. The governor shall with the advice and consent of the council appoint three persons to be civil service commissioners, who shall serve, one until the expiration of three years, one until the expiration of two years, and one until the expiration of one year, from the first day of July in the year eighteen hundred and eighty-four, and until their respective successors are appointed and qualified; and in the year eighteen hundred and eighty-five and in every year thereafter, the governor shall, in May or June, in like manner appoint one person to serve as such commissioner for three years from the first Monday in the July then next ensuing, and until his successor is appointed and qualified. Any vacancy in the office of commissioner shall be filled for the unexpired term by appointment as above provided. All appointments, both original and to fill vacancies, shall be so made that not more than two commissioners shall, at the time of any appointment, be members of the same political party. The governor may also, with the advice and consent of the council, remove any commissioner. Each commissioner shall be paid five dollars for each day's service, and his travelling and other necessary expenses in the discharge of his official duty.

SECT. 2. The said commissioners shall prepare rules not inconsistent with existing laws or with the provisions of this act, and adapted to carry out the purposes thereof, for the selection of persons to fill offices in the government of the Commonwealth and of the several cities thereof, which are required to be filled by appointment, and for the selec-

tion of persons to be employed as laborers or otherwise in the service of the Commonwealth and of the several cities thereof. All rules so prepared shall be subject to the approval of the governor and council, and they may, with like approval, be from time to time altered or rescinded. The said commissioners shall supervise the administration of the rules so established; they shall from time to time suggest to the general court such legislation as may seem to them to be desirable for the efficient carrying out of the principles of this act, and for the improvement of the civil service; and they shall, on or before the tenth day of January in every year, report to the general court their doings during the preceding year, including any rules adopted under the provisions of this section.

SECT. 3. No person habitually using intoxicating beverages to excess, shall be appointed to, or retained in any office, appointment or employment to which the provisions of this act are applicable; nor shall any vender of intoxicating liquor be so appointed or retained.

SECT. 4. No person shall be appointed to or employed in any office to which the provisions of this act are applicable within one year after his conviction of any offence against the laws of this Commonwealth; and if any person holding such an appointment or in any such employment shall be convicted of the violation of any such law, he shall be immediately discharged from such appointment or employment.

SECT. 5. No recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any appointment under this act.

SECT. 6. No councillor, senator, representative, alderman or councilman, or any officer or employee of either of said bodies, and no executive or judicial officer of the state, and no clerk or employee of any department or branch of the government of the state, and no executive officer, clerk or employee of any department of any city government shall personally, directly or indirectly, solicit or receive, or be in

any manner concerned in soliciting or receiving, any assessment, subscription or contribution for any political purpose whatever; but this shall not be construed to forbid such persons to be members of political organizations or committees.

SECT. 7. No person shall, in any room or building occupied for the discharge of official duties by any officer or employee of the state or any city thereof, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

SECT. 8. No officer or employee of the state, or any city thereof, shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten to do so, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SECT. 9. No officer, clerk or other person in the service of the state or any city thereof shall, directly or indirectly, give or hand over to any other officer, clerk or person in said service, or to any councillor, senator, member of the house of representatives, alderman, councilman, or commissioner, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SECT. 10. No person in the service of the state or any city thereof, shall use his official authority or influence either to coerce the political action of any person or body or to interfere with any election.

SECT. 11. No person in the public service shall for that reason be under any obligation to contribute to any political fund, or to render any political service, and shall not be removed or otherwise prejudiced for refusing to do so.

SECT. 12. No person while holding any public office or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use, either directly or indirectly, any official authority or influence (whether then possessed or merely anticipated), in the way of conferring upon any person, or in order to secure or aid any person in securing any office or public employment, or any nomination, confirmation, promotion or increase of salary, upon the consideration or condition that the vote or

political influence or action of the last named person, or any other, shall be given or used in behalf of any candidate, officer or party, or upon any other corrupt condition or consideration.

SECT. 13. No city in the Commonwealth shall pay any bill incurred by any official or officials thereof for wines, liquors or cigars ; nor shall any city pay any bill for refreshments furnished to any official of said city where the amount for any one day shall exceed one dollar for each member of the government of said city who certifies over his own signature to the correctness of the bill.

SECT. 14. The rules mentioned in section two may be made from time to time, and may be given a general or a limited application, and they shall, among other things, provide : —

*First*, For the classification of the offices and employments to be filled.

*Second*, For open competitive and other examinations by which to test applicants for office, or for employment, as to their practical fitness to discharge the duties of the positions which they desire to fill.

*Third*, For the filling of vacancies in offices in accordance with the results of such examinations and for the selection of persons for public employment in accordance with such results, or by order of application, or otherwise, as may seem most desirable to carry out the provisions of this act.

*Fourth*, For promotions in office on the basis of ascertained merit and seniority in service and examination as may seem desirable. (In all cases where it is practicable vacancies shall be filled by promotion.)

*Fifth*, For a period of probation before an appointment or employment is made permanent.

*Sixth*, For giving preference in appointments to office and promotions in office (other qualifications being equal) to applicants who served in the army or navy of the United States in time of war and have been honorably discharged therefrom.

SECT. 15. Elective or judicial officers and officers whose appointment is subject to confirmation by the executive council, a city council or a school committee, heads of any

principal department in a city, officers for the faithful discharge of whose duties a superior officer is required to give bond, teachers of the public schools, the private secretary of the governor or of the mayor of any city shall not be affected, as to their election or selection, by any rules made as aforesaid; but such rules shall apply to members of the police and fire departments other than police and fire commissioners, chief superintendents and marshals of police departments, and chief engineers of fire departments.

SECT. 16. No question in any examination under the rules established as aforesaid shall relate to political or religious opinions or affiliations, and no appointment or selection to an office or for employment within the scope of the rules established as aforesaid, shall be in any manner affected or influenced by such opinions or affiliations. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined, to discharge the duties of the service into which they seek to be appointed. The examination of applicants for employment as laborers shall relate to their capacity for labor, their habits as to industry and sobriety, and the necessities of themselves and their families.

SECT. 17. Every application, in order to entitle the applicant to appear for examination or to be examined, must state the facts on the following subjects: 1. Full name, residence, and post-office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five years. 9. Education. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

SECT. 18. No person in the public service shall wilfully and corruptly, by himself or in coöperation with one or more other persons, defeat, deceive or obstruct any person in respect of his or her right of examination; or wilfully, corruptly or falsely mark, grade, estimate or report upon the examination or proper standing of any person examined

hereunder, or aid in so doing; or wilfully or corruptly make any false representations concerning the same or concerning the person examined; or wilfully or corruptly furnish to any person any special or secret information, for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed or promoted.

SECT. 19. All rules established as hereinbefore provided, and all changes therein, shall forthwith be printed for distribution by said commissioners, and a certified copy thereof shall be sent to the mayor of each city, and the same shall be published in one or more newspapers in each city, and in any such publication of rules shall be specified the date, not less than sixty days subsequent to the date of such publication, when such rules shall go into operation, and thereafter all appointments to office and selections for employment shall be made according to said rules in cases to which said rules apply.

SECT. 20. The said commissioners may appoint a chief examiner, who shall, under their direction, superintend any examination under this act, and shall perform such other duties as they may prescribe. Such chief examiner shall receive a salary of twenty-five hundred dollars a year, and shall be paid his necessary travelling expenses incurred in the discharge of his official duty. They may also employ a secretary, at a salary not exceeding twelve hundred dollars a year. They may designate persons in the official service of the Commonwealth, or of any city, who shall, with the consent of the head of department or office in which any such person serves, act in any examination held under this act. But no person shall serve as examiner of candidates for office, under the provisions of this act, when any relative or connection by marriage, within the degree of first cousin, shall be an applicant. The said commissioners may also incur such expense, not exceeding fifteen hundred dollars a year, as may be proper for printing and stationery and other incidental matters.

SECT. 21. The said commissioners shall be provided, under the direction of the governor and council, with an office, properly furnished, in the state house or Common-



wealth building, suitable for the performance of the duties imposed by this act.

SECT. 22. The name and residence of every person appointed, employed or promoted to or in any position coming within the rules established as herein provided, except laborers, together with the name or description of such position and the subsequent rejection or discharge of every such person, shall forthwith be reported to the said commissioners by the officer making such appointment, promotion, rejection or discharge, or providing such employment.

SECT. 23. The said commissioners shall keep records of all their proceedings and of all examinations made by them or under their authority, and all recommendations of applicants for office received by said commissioners or either of them, or by any officer having authority to make appointments to office or to employ laborers, or others coming within the scope of the rules established as aforesaid, shall be kept and preserved, and all such records and recommendations shall, subject to such reasonable regulations as may be approved by the governor and council, be open to public inspection.

SECT. 24. Whoever, after a rule has been duly established and published according to the provisions of this act, makes an appointment to office or selects a person for employment contrary to the provisions of such rule, or wilfully refuses or neglects otherwise to comply with or to conform to the provisions of this act, or violates any of such provisions, shall be liable to a penalty of not less than one hundred nor more than one thousand dollars for each offence.

[*Approved June 3, 1884.*

## THE CIVIL SERVICE RULES

OF THE

### COMMONWEALTH OF MASSACHUSETTS AND THE CITIES THEREOF.

In accordance with the provisions of chap. 320 of the Acts of the year 1884, the following rules have been prepared for the selection of persons to fill certain offices in the government of the Commonwealth, and of the several cities thereof, and for the employment of laborers in certain departments of the city of Boston : —

#### RULE I.

Appointments  
and removals.  
Responsibility  
for.

Subject only to the qualifications required to be ascertained in accordance with these rules, the power of appointment and the responsibility of selection are in all cases in the appointing officer or board. The power to remove, existing by law, on the part of any officer or board is not impaired by anything contained in these rules.

#### RULE II.

Regulations for  
carrying out  
rules.

The commissioners will make and issue, from time to time, as the needs of the service require, such regulations as may be necessary for conducting the business of their office, for the instruction of their secretary, chief examiner and local boards of examiners, and for carrying out the provisions of these rules.

#### RULE III.

Commissioners  
to designate and  
commission  
boards of  
examiners.

For the purpose of making examinations of applicants, the commissioners will designate qualified per-

sons to be members of boards of examiners, and will duly commission such persons as examiners; and the commissioners may at any time substitute another person in place of any one so selected.

#### RULE IV.

In order that suitable provision may be made for conducting examinations in the several cities, the commissioners will, from time to time, apply to the proper authorities thereof for temporary quarters and for clerical assistance in receiving and filing applications for appointment in the local service.

Commissioners to apply to local authorities for temporary quarters, etc.

### CLASSIFICATION OF SERVICE.

#### RULE V.

1. The offices and places to be filled under these rules shall be classified in two divisions; the first to be known as “The Official Service of the Commonwealth and the several cities thereof;” the second as “The Labor Service of the City of Boston.”

Classification, two divisions.

#### *First Division.*

2. There shall be two schedules under the first division, known as Schedule A and Schedule B.

First division, two Schedules, A and B.

3. Schedule A shall include clerks, copyists, recorders, bookkeepers, and others rendering clerical service in the Commonwealth, or the several cities, and designated as the “Clerical Service” of the Commonwealth, or of a certain city. There shall be two classes in Schedule A, namely: —

Schedule A to include clerical service.

Two classes in Schedule A.

Class 1. Persons whose annual compensation is at a rate less than eight hundred dollars.

Class 1.

Class 2. Persons whose annual compensation is at the rate of eight hundred dollars and over.

Class 2.

4. Schedule B shall include members of the regular police force in the Commonwealth and each city;

Schedule B to include Prison, Police and Fire service.

prison guards, overseers and watchmen connected with the penal, reformatory and charitable institutions; members of the regular and call force of the fire department of Boston, and certain other offices or positions in which physical capacity is of prime importance; and the offices and positions included in said schedule shall be designated as the "Prison," "Police," or "Fire Service" of the Commonwealth, or of a certain city. There shall be four classes in Schedule B, namely: —

Schedule B  
divided into  
four classes.

Class 1.

Class 1. Turnkeys, watchmen, drivers of prison wagons, and others doing police duty in the prisons, houses of detention, reformatories, and certain other public institutions of the Commonwealth, and the several cities.

Class 2.

Class 2. All members of the regular and call force of the fire department in the city of Boston.

Class 3.

Class 3. The district police and all members of the regular police in the several cities, except Boston.

Class 4.

Class 4. All members of the regular police force in the city of Boston.

### *Second Division.*

Schedule C  
to include day  
laborers.

5. Under the second division of the Civil Service there shall be one schedule, to be known as Schedule C, which shall include male day laborers in the following departments of the city of Boston, namely: Streets, Water, Sewers, Main Drainage Works, Health, Common and Public Grounds, Lamps, Parks, Ferries and Cemeteries.

Positions and  
offices to be  
designated.

6. The positions and offices included in the several schedules will be designated from time to time, and the names thereof published.

Applications,  
confined to one  
schedule or  
class.

7. No application from the same person will be received for appointment or employment in more than one of the schedules or classes of the Civil Service as herein designated.

## FIRST DIVISION.

*Applications.*

## RULE VI.

1. Applications for admission to examinations in the *first division* may be made at any time, and shall be on blanks in a form prescribed by the commissioners. Applications for appointment to positions in the service of the Commonwealth, and of the city of Boston, may be filed at the central office of the commissioners in Boston; applications for appointment to positions in the service of other cities than Boston may be filed with the chairman of the local board of examiners in the city where service is sought, or at such other place as the commissioners may hereafter designate.

Applications,  
how made.

2. Each applicant must state on oath, and in his or her own handwriting: 1. Full name, residence, and post-office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five years. 9. Education. 10. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

Form of appli-  
cations.

## RULE VII.

1. Applicants for appointment to any position in the service of the Commonwealth to which these rules apply must be citizens of the United States and residents of the Commonwealth during the year preceding the date of their application. But this restriction shall not apply to positions in which special expert knowledge is required.

State service,  
residence of  
applicants.

2. Applicants for appointment in the service of a city must be residents thereof, except where special

City service,  
residence of  
applicants.

qualifications are required, and the appointing officer requests in writing that the examination be open to non-residents.

### RULE VIII.

Physical examinations.

1. Where physical qualifications are necessary, the commissioners will provide for examinations to determine them.

By whom made.

2. The physical examination of applicants for appointment in classes 2, 3 and 4, Schedule B, shall be made by the surgeon-general, or one of the medical examiners, if for the service of the Commonwealth; and by the city physician, or the physician employed by the department which the applicant seeks to enter, if for city service. And the result of such examination shall be certified on blanks furnished by the commissioners, in form approved by the surgeon-general of the Commonwealth.

### RULE IX.

Boston Police and Fire departments.  
Age.

1. Applicants for appointment in classes 2 and 4, Schedule B (the police and fire departments of Boston), must not be less than twenty-two nor over thirty years of age at the time of making the application; provided, however, that this shall not apply to applicants for appointment in the regular force of the fire department of Boston who have served in the call force or as "permanent substitutes." Applicants for appointment in classes 1 and 3, Schedule B (the prison and police service of the Commonwealth and of other cities than Boston), must not be less than twenty-two nor over forty years of age; provided, however, that this limitation as to age of applicants for positions in said classes 1 and 3 shall not apply to watchmen in public buildings and public institutions, or to persons who have served in the army or navy of the United States in time of war, and received an honorable discharge therefrom.

Police, &c., in other cities.  
Age.

Fire Dept. of Boston.  
Applications, &c.

2. In class 2, Schedule B (the fire department of Boston), applications for appointment in the regular force shall be confined to those serving as "perma-

ment substitutes," or members 'of the "call force." No such application for appointment shall be made by any person unless under forty years of age, and possessed of the physical qualifications required for an original appointment. No person shall be certified for appointment as a member of the "call force," or as a "permanent substitute," who does not possess the qualifications required for a member of the permanent force.

3. Applicants for appointment in classes 3 and 4, State and City Police, height and weight. Schedule B (district and city police), must not be less than five feet eight inches in height, and weigh not less than one hundred and forty pounds. Applicants for appointment in class 2, Schedule B Boston Fire Department, height and weight. (the fire department of Boston), shall not be less than five feet four inches in height, and weigh not less than one hundred and twenty pounds.

#### RULE X.

No application for appointment will be received from any vender of intoxicating liquor, or any person habitually using intoxicating beverages to excess; or any person who, within the year preceding his application, has been convicted of any offence against the laws of this Commonwealth. Disqualifications for appointment, §§ 3, 4, c. 320, 1884.

#### RULE XI.

Every application must be supported by certificates of good moral character, health, and physical and mental capacity for doing the public work, the certificates to be in such form and number as the commissioners shall prescribe. But no recommendation which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, can be received or considered by any person concerned in making any appointment under these rules. Applications must be supported by certificates. Recommendations not received from certain legislators. § 5, c. 320, 1884.

#### RULE XII.

Every false statement knowingly made by any Effect of false statements.

person in his application for examination, and every connivance by him at any false statement made in any certificate which may accompany his application, or any complicity by him in any fraud, shall be regarded as good cause for excluding him from the eligible list, or for his removal or discharge during probation or thereafter.

### RULE XIII.

Defective applications suspended.

Defective applications will be suspended, and applicants notified to amend the same. Whenever the application shows that the applicant is not qualified under the rules and regulations, the application will be rejected, and the applicant notified of the reason therefor.

### RULE XIV.

Reception of applications and notice to applicants.

The date of the reception of all applications shall be endorsed thereon, and entered of record; and if the applicants for admission to any class are in excess of the number that can be examined at a single examination, they will be notified to appear in the order in which their names are entered; provided, that persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall have precedence in such notification.

### *Examinations.*

### RULE XV.

Examinations, character, notice of.

1. All examinations shall be absolutely impartial, practical in their character, and with paramount regard to matters which will fairly test the relative capacity and fitness of the persons examined for the service which they seek to enter.

Political or religious opinions not to influence appointments.  
§ 16, c. 320, 1884.

2. No question in any examination shall relate to political or religious opinions or affiliations, and no appointment or selection to an office, or for employment within the scope of these rules, shall be in any manner affected or influenced by such opinions or affiliations.



3. The examinations shall be held at such times and places as the commissioners may designate, and proper notice thereof given. So far as practicable, the examination of applicants for appointment in the service of a city shall be held therein.

Time and place  
of examination.

### RULE XVI.

1. The general examinations for admission to the service in the first division shall be limited to the following subjects: 1st. Orthography, penmanship, and copying. 2d. Arithmetic, — fundamental rules, fractions, and percentage. 3d. Interest, discount, and elements of book-keeping and of accounts. 4th. Elements of the English language, letter-writing, and the proper construction of sentences. 5th. Elements of the geography, history, and government of the United States, the Commonwealth of Massachusetts, or the city in which service is sought. 6th. The special duties of the office.

Subjects of  
examination.

2. Proficiency in any subject shall be credited in grading the standing of the person examined in proportion to the value of a knowledge of such subject in the branch or part of the service which the applicant seeks to enter.

How graded.

3. No one shall be entitled to be certified for appointment in Class 2 of Schedule A whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in the first three subjects mentioned in this rule; and that measure of proficiency shall be deemed adequate.

When entitled  
to be certified.

4. For places in which a lower degree of education will suffice, the commissioners may limit the examinations to any of the subjects above mentioned; but no person shall be certified for appointment, under this clause, whose grading shall be less than an average of sixty-five per centum on such subjects, or parts thereof, as the examination may embrace.

When commis-  
sioners may  
limit examina-  
tion.

5. The commissioners may also order examinations upon other subjects of a technical or special

Examinations  
where special  
skill and experi-

ence are required.

character, to test the capacity which may be needed in any part of the classified service which requires peculiar information or skill. Examinations hereunder may be competitive or non-competitive. The application for, and notice of, the special examinations, the records thereof, and the certification of those found competent, shall be such as the commissioners may prescribe.

Character, experience, &c.

6. Ability to answer correctly the printed questions placed before him at the examination will not fully determine the fitness of the candidate for the position which he seeks. Character, experience, physical condition, and natural aptitude for the service will be taken into account.

#### RULE XVII.

When examined applicants shall be graded.

Those examined shall be marked and graded according to their excellence, as shown by their examination, and shall have their grade entered upon a register. Separate registers may be kept of those seeking to enter any part of the service in which special qualifications are required.

#### RULE XVIII.

Experts to aid examiners in certain cases.

Whenever the special qualifications required for a position are such that assistance from experts in conducting an examination is advisable, such experts may be designated to aid the examining board; and, so far as practicable, such experts shall be persons employed in the department to which the applicant seeks admission.

#### *Appointments.*

#### RULE XIX.

Persons must pass examination before permanent employment.

1. No person shall be appointed permanently to any office or employment in the first division who has not passed an examination as provided by these rules.

Certification of eligible persons.

2. Whenever any officer or board having the power of appointment to any office or employment

under these rules shall so request, the commissioners shall certify to him the names of the three most eligible persons, on the proper register, indicating any of them who have served in the military or naval service of the United States in time of war, and been honorably discharged therefrom. If necessary, the commissioners may certify additional names thereafter.

3. In case the request for any such certification, Sex. or any law or regulation, shall call for persons of one sex, those of that sex shall be certified; otherwise sex shall be disregarded in certification.

4. In case the office requires such special qualifi- Special quali-  
fications. cations that the commissioners certify that they are unable to comply with the requisition, the appointing power may appoint any person named by him, who, upon a non-competitive examination, shall be duly certified by the commissioners as qualified to discharge the duties of the position.

5. From the names certified the appointing power shall make a selection to fill the vacant place, sub- Selection from  
those certified. ject, however, to the provisions of the following clause, giving preference in appointments to certain persons.

6. Persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall be preferred for appointment in the Civil Service over other persons of equal qualifications as ascertained under these rules; and persons thus preferred shall not be disqualified from holding a position in the Civil Service on account of any physical disability, provided such disability does not render him incompetent to perform the duties. Army and Navy  
preference.

## RULE XX.

Whenever the commissioners are notified that pro- Certification of  
specialists. ficiency in any special subject is needed in the position to be filled, they may certify the names of three persons in the eligible list having the highest stand-

ing (not being below the minimum of sixty-five) on such special subject.

#### RULE XXI.

Appointing officer to be furnished with examination papers, &c.

In the selection from the persons whose names are certified by the commissioners, the appointing officer, upon written requisition therefor, will be furnished with the applications, the certificates and examination papers of the persons certified, and, in the exercise of his responsible power of selection, he may summon personally before him the certified persons for such verbal inquiries as he may deem proper. All papers furnished upon requisition as above must be returned to the commissioners with the notice of selection.

#### RULE XXII.

Commissioners to be notified of person selected, &c.

Every person having the power of appointment to, or employment in, any position in the first division, shall forthwith give notice in writing to the commissioners of the name and place of residence of any person appointed or employed in such position, of the rejection of any such person during or after probation, and of the transfer, promotion, resignation or removal, discharge or death, of any person serving under him, with the dates thereof.

#### RULE XXIII.

Persons examined may have a certificate.

The commissioners may give a certificate to any person examined, stating the grade which such person attained as shown by the marking.

#### RULE XXIV.

No person to be certified more than three times, except, &c.

1. No person on any register shall be certified more than three times for the same office, except by the consent of the appointing officer; provided, however, if the office requires special or expert qualifications, persons may be certified more than three times, when deemed advisable by the commissioners.

2. No person shall remain eligible more than one year on any register; but under such regulations as the commissioners may make, he may, without further examination, be placed on the new eligible list.

Not to remain eligible more than one year.

#### RULE XXV.

1. No examinations shall be required upon a re-appointment of any person to the same office.

Reappointment. No examination for.

2. Any person appointed to, or employed in, any position in the first division of the classified service, after due certification for the same under these rules, who shall be found or certified to the commissioners by the proper authorities to have been dismissed or separated therefrom without fault or delinquency on his part, may be reappointed or re-employed without further examination, in the same part or grade of such service at the same office, within one year next following such dismissal or separation.

Reinstatement of persons dismissed.

#### *Transfers.*

#### RULE XXVI.

Transfer without examination may be made from a position in one department, office or institution, to a similar position in another department, office or institution, upon the mutual consent of the heads of the respective departments, offices or institutions; provided, however, that no person shall be transferred from one class to another class under these rules without a non-competitive examination. But policemen may be transferred from one place to another under sect. 11, chapter 28 of the Public Statutes, without examination or notice to the commissioners.

Transfer without examination.

#### *Probation.*

#### RULE XXVII.

1. Every original appointment or employment in the permanent service in the first division shall be for the probationary period of six months; at the end of

Original appointments shall be for a probationary period.

which time, if the conduct and capacity of the person appointed have been found satisfactory to the appointing power, the probationer shall be absolutely appointed or employed; but otherwise be deemed out of the service.

Record of probationers to be kept.

2. The officer under whom any probationer shall serve shall carefully observe the quality and value of the service rendered by him, and shall report in writing to the appointing power the facts observed by such officer, showing the service, character and qualifications of such probationer, and such report shall be preserved on file, subject to inspection by the commissioners.

### *Promotion.*

#### RULE XXVIII.

Boston Police promotions.

1. In Class 4, Schedule B (the regular police force of the city of Boston), appointments, except to the lowest grade, shall be made by promotion, as herein provided.

2. If, in the judgment of the appointing power, there be none in the lower grades fit to perform the duties in such vacant positions, in that case, and in no other, the positions may be filled by competitive examination, under these rules.

3. Promotions shall be made by successive grades. In case of vacancy in any position it shall be filled by a selection from the next inferior grade, if there be any person in such grade fit for promotion; and if there be no such person, then the promotion shall be made by selection from the next inferior grade, and so on until all the inferior grades are exhausted.

Promotions shall be based on merit.

4. No person in said class, when these rules take effect, shall be promoted without passing an appropriate examination under the rules. Promotion in said class will, in all cases, be based upon the positive merit of the person promoted, and upon his superior qualifications as shown by his previous service.

5. There shall be kept in the police department of the city of Boston proper records of the efficiency and conduct of all persons employed therein. In examinations for promotion the greatest weight shall be given to the actual work of the persons examined, as exhibited in the records, and upon the certificate of their immediate official superiors, that their efficiency and conduct during their past service have been in all respects satisfactory.

Record of service to be kept.

6. In all other classes of the first division, appointments by promotion shall not be subject to these rules; provided, however, that in case the person promoted has never passed an examination under these rules which entitles him to be placed on an eligible list for the position to which he is promoted, he shall pass a non-competitive examination.

### *Temporary Service.*

#### RULE XXIX.

1. No persons, except those examined and found eligible under these rules for permanent appointment or employment, shall be appointed or employed for temporary service, except in cases of emergency where the public business would suffer from delay in filling the position as herein provided. In no case shall such temporary appointment or employment continue for more than three months, and no reappointment or employment of the same person, or of another to the same position at the end of such period, shall be allowed. And in every such case the officer making the appointment or furnishing the employment shall report the same to the commissioners within five days, with the reason therefor and the time for which the temporary appointment or employment is necessary.

No person shall be appointed for temporary service, unless regularly certified, except, &c.

2. If for any sufficient reason it shall be impracticable to supply the names of persons who have passed a competitive examination in due season for

Provisional appointments in certain cases.

any appointment or employment in any position in the first division, the commissioners may provide for a provisional appointment by non-competitive examination or otherwise.

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## SECOND DIVISION.

### *Laborers.*

#### RULE XXX.

Laborers in  
Boston.

1. Applicants for labor in the several departments of the city of Boston included in Schedule C, who produce satisfactory evidence of their capacity for labor and their habits as to industry and sobriety, shall be registered in the order of their application, at such convenient times, and place or places, in said city as shall be designated by the commissioners. The register shall state the (1) name, (2) age, (3) residence, (4) citizenship, (5) number and relationship of persons depending for support upon the applicant, (6) service in the army or navy in time of war, (7) previous occupation, (8) references, (9) personal description, and such other information as may be required.

Requisition.

2. When the services of laborers are required in any of said departments, the officer or person having the appointment or selection shall notify the commissioners, stating the number of men wanted, kind of labor for which they are wanted, and the time and place of employment; and said commissioners shall thereupon send to the officer or the person making the requisition the names and residences of twice the number of men called for (if the register contains so many), making an impartial selection by lot or otherwise, giving preference, other qualifications being equal, to those who have served in the army or navy of the United States in time of war, and have been



honorably discharged therefrom, and to those having families depending upon them for support.

3. The selection shall be made from the list so furnished, and the names of those employed shall be returned to the commissioners forthwith. At the end of their term of service, the persons so employed may keep their places on the register, upon application to the commissioners, and proof that their labor has been satisfactory. Selection.

4. In case the commissioners are unable to fill a requisition for laborers, the fact shall be certified to the officer making the requisition, who shall then make the selection.

5. The commission may make such regulations as may be necessary to identify the registered applicants, and to preserve a record of their conduct. Regulations.

6. In cases of emergency, where the temporary services of a large number of unskilled laborers are required in either of said departments, the officer or person having the appointment shall select by lot, or in such other equitable way as the commissioners may determine, those who present themselves for the immediate service. Selection in cases of emergency.

*Offices not included in Rules.*

RULE XXXI.

Upon the request of any officer or board having the power of appointment to any office or position in the service of the Commonwealth, or any of the cities thereof, to which these rules do not apply, the commissioners will furnish names from any list of eligible persons to fill a vacancy in such office or position; or they will, whenever practicable, hold competitive or non-competitive examinations for such office or position. Applicants for offices not covered by rules may be examined.

## MASSACHUSETTS CIVIL SERVICE. [Jan.

The foregoing rules, prepared by the Civil Service Commissioners, are hereby transmitted to the Governor and Council for their approval.

JAMES M. BUGBEE,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,

*Commissioners.*

BOSTON, MASS., Dec. 10th, 1884.

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Approved in Council, December 17, 1884.

HENRY B. PEIRCE,

*Secretary.*

A true copy.

Attest:

WARREN P. DUDLEY,

*Secretary Civil Service Commissioners.*

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ADDITIONAL RULES \*

*In relation to the Civil Service of the Commonwealth and the Several Cities thereof, prepared by the Civil Service Commissioners under the Authority of the Acts of 1884, chapter 320, sections 2 and 14.*

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1. There shall be included in the classified service in Schedule B the following offices and positions in the city of Boston : namely, draw-tenders and as-

\* Due notice has been given that these additional rules will go into operation on the first day of March, A. D. 1886.

sistant draw-tenders of bridges, to constitute class five; foremen and sub-foremen of laborers, to constitute class six.

2. Applicants for appointment in the call force of the fire department of Boston, who have served as call substitutes in said department, may, for the purpose of making themselves eligible under the rules for examination, deduct from their actual age any time not exceeding five years during which they have served in such capacity.

3. No person, while remaining eligible on any register, shall be admitted to a new examination.

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Approved by the Governor and Council, December 2d, 1885.

Attest :

WARREN P. DUDLEY, *Secretary*.

OFFICES AND POSITIONS  
TO WHICH THE FOREGOING RULES APPLY.

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FIRST DIVISION.

Schedule A.

Service of the Commonwealth.

ADJUTANT GENERAL'S OFFICE: Clerks.

AUDITOR'S OFFICE: Clerks.

BOARD OF AGRICULTURE: Clerks.

BOARD OF HEALTH, LUNACY AND CHARITY: Clerks, Copyists,  
Stenographer, Inspectors of Emigrants, Visiting Agents,  
Transportation Officers for Indoor Poor.

BOARD OF RAILROAD COMMISSIONERS: Clerk, Accountant.

BUREAU OF STATISTICS OF LABOR: Clerks, Travelling Agents.

CIVIL SERVICE COMMISSION: Secretary, Clerks.

COMMISSIONERS OF PRISONS: Secretary, Clerks, Agents for the  
discharge of prisoners.

COMMISSIONERS OF SAVINGS BANKS: Clerks.

COMMISSIONERS OF STATE AID: Clerks.

DISTRICT POLICE DEPARTMENT: Clerks.

INSURANCE COMMISSIONER: Clerks.

MASSACHUSETTS REFORMATORY, CONCORD: Clerks.

PROVINCE LAWS COMMISSION: Clerks, Copyists.

SECRETARY OF THE COMMONWEALTH: Clerks.

STATE ALMSHOUSE, TEWKSBURY: Clerk.

STATE LUNATIC HOSPITAL, DANVERS: Treasurer, Clerks, Store-  
keeper.

STATE LUNATIC HOSPITAL, TAUNTON: Treasurer and Clerk,  
Storekeeper.

STATE LUNATIC HOSPITAL AND TEMPORARY ASYLUM FOR CHRONIC  
INSANE, WORCESTER: Clerks, Copyist, Storekeepers.

## SERVICE OF THE COMMONWEALTH—Continued.

STATE PRISON: Clerk.

STATE PRIMARY SCHOOL, MONSON: Clerk.

STATE WORKHOUSE, BRIDGEWATER: Clerk.

REFORMATORY PRISON FOR WOMEN, SHERBORN: Clerk.

LYMAN SCHOOL FOR BOYS, WESTBOROUGH: Assistant Superintendent, Clerk.

## City of Boston.

MAYOR'S OFFICE: Bookkeeper, Accountant, Clerks.

AUDITORS' DEPARTMENT: Clerks.

ASSESSORS' DEPARTMENT: Clerks.

ARCHITECT'S DEPARTMENT: Timekeeper.

BOARD OF REGISTRARS OF VOTERS: Clerks.

BOARD OF STREET COMMISSIONERS: Clerks.

BOARD OF HEALTH: Clerks.

BOARD OF PUBLIC INSTITUTIONS: Clerks, Accountants and Agents.

CITY CLERK'S DEPARTMENT: Clerks, Indexers, Copyists, Accountants.

CITY ENGINEER'S DEPARTMENT: Clerks.

CITY HOSPITAL: Clerks, Clerk and Storekeeper.

CLERK OF COMMITTEES DEPARTMENT: Clerk.

COMMONS AND SQUARES DEPARTMENT: Clerk, Bookkeeper.

CEDAR GROVE CEMETERY: Clerk.

DEPARTMENT FOR THE SURVEY AND INSPECTION OF BUILDINGS: Clerks, Bookkeeper, Copyists.

FIRE DEPARTMENT: Clerks.

FERRIES, EAST BOSTON. Clerks, Tollmen.

HEALTH DEPARTMENT: Clerks.

HOUSE OF CORRECTION: Clerks.

HOUSE OF INDUSTRY: Clerks.

INSPECTION OF MILK AND VINEGAR: Clerks.

LAW DEPARTMENT: Clerks.

LAMP DEPARTMENT: Clerks.

MAIN DRAINAGE WORKS: Purchasing Agent, Clerks.

MOUNT HOPE CEMETERY: Clerks.

## CITY OF BOSTON—Continued.

MARKET DEPARTMENT: Weigher at City Scales.

OVERSEERS OF THE POOR: Secretary, Treasurer, Bookkeepers, Clerks, Visitors, Agents, Storekeeper and Assistant at Wayfarers' Lodge, Assistant Superintendent Wayfarers' Lodge.

PAVING DEPARTMENT: Clerks.

PRINTING DEPARTMENT: Clerk.

PARK DEPARTMENT: Secretary, Clerks, Purchasing Agent and Paymaster.

PUBLIC BUILDING DEPARTMENT: Clerks.

POLICE DEPARTMENT: Clerks.

REGISTRARS' DEPARTMENT: Clerks.

RECORD COMMISSIONERS: Copyists.

SEWER DEPARTMENT: Clerks.

STATE AID DEPARTMENT: Assistant Paymaster and Clerk.

WATER DEPARTMENT: Clerk of Board, Executive Clerk, Assistant Clerks, Water Registrar and Deputy Collector of Mystic Division, Cashier, Marine Agent, Copyists, and all clerks, inspectors, examiners, bookkeepers, timekeepers and storekeepers in the several divisions,

AND all new or omitted positions in said clerical service coming within the rules.

## City of Brockton.

ALL positions in the clerical service coming within the provisions of the rules.

## City of Cambridge.

ASSESSORS' DEPARTMENT: Clerks.

PAUPER DEPARTMENT: Secretary, Bookkeeper at Almshouse.

WATER DEPARTMENT: Registrar, Clerk, Inspector,

AND all new or omitted positions in said clerical service coming within the rules.

## City of Chelsea.

WATER DEPARTMENT: Clerk of Water Commissioners,

AND all new or omitted positions in said clerical service coming within the rules.

## City of Fall River.

STREET DEPARTMENT: Clerks.

WATER DEPARTMENT: Registrar, Clerk, Inspector of meters,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Fitchburg.**

All positions in the clerical service coming within the provisions of the rules.

**City of Gloucester.**

All positions in the clerical service coming within the provisions of the rules.

**City of Haverhill.**

All positions in the clerical service coming within the provisions of the rules.

**City of Holyoke.**

All positions in the clerical service coming within the provisions of the rules.

**City of Lawrence.**

HEALTH DEPARTMENT: Clerk.

STREET DEPARTMENT: Clerk.

WATER DEPARTMENT: Registrar, Inspector,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lowell.**

ASSESSORS' OFFICE: Clerk.

AUDITOR'S OFFICE: Clerk.

CITY CLERK'S OFFICE: Clerk.

PAUPER DEPARTMENT: Clerks.

STATE AID COMMITTEE: Clerk.

WATER DEPARTMENT: Clerks, Inspectors,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lynn.**

BOARD OF HEALTH: Clerk, Inspector.

POOR DEPARTMENT: Clerk.

WATER DEPARTMENT: Registrar, Inspectors,

AND all new or omitted positions in said clerical service coming within the rules.

**City of Malden.**

BOARD OF HEALTH: Clerk.

WATER DEPARTMENT: Registrar,

AND all new or omitted positions in said clerical service coming within the rules.

**City of New Bedford.**

**STREET DEPARTMENT:** Clerk for Superintendent.

**WATER DEPARTMENT:** Clerk, Inspector,

**AND** all new or omitted positions in said clerical service coming within the rules.

**City of Newburyport.**

All positions in the clerical service coming within the provisions of the rules.

**City of Newton.**

All positions in the clerical service coming within the provisions of the rules.

**City of Northampton.**

All positions in the clerical service coming within the provisions of the rules.

**City of Salem.**

**POOR DEPARTMENT:** Clerk of Overseers.

**WATER DEPARTMENT:** Clerks.

**AND** all new or omitted positions in said clerical service coming within the rules.

**City of Somerville.**

**OVERSEERS OF THE POOR:** General Agent and Secretary.

All positions in the clerical service coming within the provisions of the rules.

**City of Springfield.**

**BOARD OF HEALTH:** Agent.

**HIGHWAY DEPARTMENT:** Bookkeeper.

**PAUPER DEPARTMENT:** Agent of Overseers, Bookkeeper.

**SEWER DEPARTMENT:** Bookkeeper.

**WATER DEPARTMENT:** Bookkeeper,

**AND** all new or omitted positions in said clerical service coming within the rules.

**City of Taunton.**

All positions in the clerical service coming within the provisions of the rules.

**City of Waltham.**

All positions in the clerical service coming within the provisions of the rules.



**City of Worcester.**

ASSESSORS' DEPARTMENT: Temporary Clerks.

BOARD OF HEALTH: Clerk and Inspector.

OVERSEERS OF THE POOR: Clerk.

SUB-COMMITTEE ON FINANCE: Clerk, Bookkeeper.

WATER DEPARTMENT: Clerks, Inspectors.

AND all new or omitted positions in said clerical service coming within the rules.

**Schedule B.****Service of the Commonwealth.**

BOARD OF HEALTH, LUNACY AND CHARITY: Detective and Transportation Officer.

EXECUTIVE DEPARTMENT: District Police.

MASSACHUSETTS REFORMATORY, CONCORD: Turnkeys, Watchmen and Assistant Watchmen.

STATE ALMSHOUSE, TEWKSBURY: Watchmen, Gatekeeper, Yard Officer.

STATE LUNATIC HOSPITAL, DANVERS: Watchmen.

STATE LUNATIC HOSPITAL, TAUNTON: Watchmen.

STATE LUNATIC HOSPITAL, WORCESTER: Watchmen, Yard Attendant.

STATE PRIMARY SCHOOL, MONSON: Watchmen.

STATE PRISON: Turnkeys, Watchmen and Assistant Watchmen.

STATE REFORMATORY PRISON, SHERBORN: Watchmen.

STATE REFORM SCHOOL, WESTBOROUGH: Watchmen, Hallmen.

STATE WORKHOUSE, BRIDGEWATER: Overseers, Watchmen, Guards.

**Cities of the Commonwealth.**

All members of the regular police force in the several cities of the Commonwealth (except police commissioners, chief superintendents, marshals and clerks), and all positions requiring police and like service in the prisons, houses of detention or public institutions.

**City of Boston.**

All members of the fire department of the city of Boston, except the fire commissioners, the chief engineer and clerks; also the following offices in other departments of the city of Boston:

EAST BOSTON FERRY: Gatemen, Gate Watchmen, Boat Watchmen, Ticket Box Guards.

## CITY OF BOSTON — Continued.

HEALTH DEPARTMENT: Drivers of prison wagons.

HOUSE OF CORRECTION: Shop officers, Hospital officers, Yard officers, Prison officers, Kitchen officers, Watchmen, Gatemen, Receiving officer.

HOUSE OF INDUSTRY: Overseers, Watchmen, House officers, Yard officers, Overseers at Rainsford Island, Receiving officer, Assistant Receiving officer, Receiving officer's helper.

LUNATIC HOSPITAL: Watchmen, Gatekeeper.

MARCELLA STREET HOME: Yard officer, House officer, Gatemen Watchmen.

PARK DEPARTMENT: Park Police, Watchmen.

MARKET DEPARTMENT: Policemen.

WATER DEPARTMENT: Policemen, Watchmen.

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## SECOND DIVISION.

### Schedule C.

BOSTON: Laborers — including bracers, curbstone-setters, cart measurers, drillers, graders, ledgemen, masons, pavers, pipe-layers, rammers, repairers, rockmen, stone-cutters, teamsters, stable-men, lamp-lighters, firemen and deck hands — in the following departments of the city of Boston, namely: —

Paving Department.

Water Department.

Sewer Department.

Main Drainage Works.

Health Department.

Commons and Squares Department.

Lamp Department.

Park Department.

East Boston Ferry.

Mount Hope Cemetery.

Cedar Grove Cemetery.

## GENERAL REGULATIONS

ADOPTED BY THE

### CIVIL SERVICE COMMISSIONERS.

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#### THE CHIEF EXAMINER.

1. The Chief Examiner shall, so far as practicable, attend the examinations held by the several boards of examiners.

He shall take care to secure accuracy, uniformity and justice in the proceedings of all examiners and boards of examiners under the rules and regulations; and such proceedings and all papers appertaining thereto shall at all times be open to him. He shall also, from time to time, inspect the proceedings and papers connected with examinations under the Civil Service rules, and shall make report of such inspections to the Commissioners.

2. He shall prepare, and submit to the Commissioners, proper schemes for examinations, and forms for blanks and records.

He shall take care that the rules and regulations are complied with, and shall bring any case of their infraction, or of injustice or irregularity observed by him, to the attention of the Commissioners. It shall be his duty, from time to time, to confer with the heads of departments, offices and institutions of the Commonwealth and the several cities thereof, concerning the regularity, sufficiency and convenience of the examinations for the service under them. He shall perform such other appropriate duties as may be

specified in these regulations, or otherwise assigned to him by the Commissioners.

#### THE SECRETARY.

3. The Secretary shall keep the records of the proceedings of the Commissioners, and have charge of, and be responsible for, the safe keeping of the books, records, papers and other property in their office. He shall make such certification as the Commissioners may direct of those eligible for appointment or employment. He shall generally conduct the correspondence of the Commissioners, and perform such other appropriate duties as they may assign to him.

#### EXAMINERS.

4. Regular boards of examiners shall consist of not less than three nor more than five members, one of whom shall act as Secretary; and a majority of any board may conduct an examination in the absence of the other members. The Secretary of each board shall keep a complete record of its proceedings, and of all the examinations held by it, in such form as the Commissioners may prescribe.

5. The Board of Examiners for each city shall promptly notify the Commissioners of the need of holding an examination in and for such city, and thereupon the Chief Examiner shall, under the direction of the Commissioners, issue authority therefor, and shall prepare questions and supervise the other preliminary arrangements.

6. The Boards of Examiners shall conduct the examinations, and estimate and mark the standing of the persons examined, or in a non-competitive examination shall mark the qualifications of the person examined.

7. Whenever the special qualifications required for a position are of an expert or professional character, the Commissioners will give to the Examining Board such advice and assistance from competent sources as may be expedient and available.

8. Special boards will be selected, and special regulations for examinations will be issued by the Commissioners, when expedient.

9. No examiner or person serving under the Commissioners shall attempt to influence the selection of any person for the Civil Service.

10. The examiners shall preserve order and decorum at examinations, and prevent any interference, by conversation or otherwise, with those under examination.

11. No examiner shall disclose, unless by consent, the names of those examined, nor the results of the examination.

12. Any person, after receiving official notification of his standing, as ascertained by a competitive examination, may, in person or by duly authorized agent, inspect in the presence of the Chief Examiner or the Secretary of the Commissioners, or a member of the Examining Board, his examination papers and the markings thereon.

13. Complaints of any injustice or unfairness on the part of any examiner or examining board, or by any one acting under the Commissioners, may be made in writing to the Commissioners, who will act as substantial justice in the premises may require.

#### EXAMINATIONS.

##### I. *Competitive.*

14. Applicants must present themselves punctually at the times and places specified in their official notices to attend, and they will be admitted to examination upon the production of such notices.

15. The examination papers of each applicant shall be marked only with a number, and his name, with his number, shall be placed in a sealed envelope, which shall not be opened till after his papers are marked.

16. The sheets of questions will be numbered, and will be given out in the order of their numbers, each after the first being given only when the competitor has returned to the examiners the last sheet given to him. In general, no examination shall extend beyond five hours; and no questions given out at one session shall be answered at another session. Each applicant must complete his examination on

the obligatory subjects before taking up any of the optional subjects.

17. Each examiner will exercise diligence in securing fairness and preventing collusion and fraud in the examinations.

18. The subjects of, and the time allowed for, the examination, will be announced before the first paper is given out. In the discretion of the Commissioners or examiners, opportunity will be given applicants to show their knowledge of subjects of a special or technical character.

### *Marking.*

19. Each examination paper shall be reviewed by a majority of the examiners conducting the examination; and, in any case of disagreement, the average of the markings made on any question or paper by all shall be the final marking on such question or paper.

20. The papers in each subject shall, whenever practicable, be examined, compared and marked before the papers in another subject are examined.

21. The marking of each question or subject shall be made on a scale of 100, which shall represent entire accuracy; and 0 shall represent entire ignorance. Handwriting will be judged by its legibility, uniform and correct formation of letters and ease of execution. Upon a comparison of the handwriting of all, the best and worst should be first determined, and the two extremes of the scale thus fixed; the others should be marked relatively to them. In writing from dictation or copying from manuscript, the omission, repetition or substitution of words, the erasures, blots and other evidences of carelessness, will reduce the marking below 100. Abstracts or summaries of documents, and letter-writing, will be marked as in handwriting, by determining the best and worst examples; and the examiners, having marked these, will then mark the others proportionately.

In each of the other subjects, each question shall be marked on a scale of 100; and the sum of such markings, divided by

the number of questions in that subject, shall determine the standing on such subject.

In marking the examination papers of applicants for police, prison and fire service, orthography shall not be marked as a subject to which a special weight is attached; but errors in orthography shall be taken into account in marking the exercises in copying, letter-writing and reporting.

When it appears from the certificate of the examining physician that an applicant for any position included in Schedule B, Class 2, 3 or 4, possesses physical qualifications of a very superior character, he shall be marked 100 on the register; and anything less than such very superior qualifications shall be marked 85. The marking on physical qualifications shall be added to the marking on the general examination, and the result, divided by two, shall establish the general average standing on the eligible list.

### *Grading.*

22. The following examples show the method by which the standing of each competitor is obtained. The weights here given to the different subjects are not to be regarded as the standard weights; these, and also the subjects, will be varied to meet the requirements of the position to be filled.

### EXAMINATION OF \_\_\_\_\_

(For a position in Class 1, Schedule A.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Writing from dictation, . . . . .	2	80	160
2. Handwriting, . . . . .	3	75	225
3. Spelling, . . . . .	1	78	78
4. Arithmetic. . . . .	2	92	184
5. Reporting in writing from memory, . . . . .	2	88	176
Total product, . . . . .	—	—	823
Divide by sum of weights. . . . .	10	—	—
General average standing, . . . . .	—	—	82.3

## EXAMINATION OF \_\_\_\_\_

(For a position in Class 2, Schedule A.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Writing from dictation, . . . . .	3	96	288
2. Copying from manuscript, . . . . .	2	97	194
3. Handwriting, . . . . .	4	85	340
4. Spelling, . . . . .	3	88	264
5. Arithmetic, . . . . .	4	93	372
6. Geography and history, . . . . .	1	80	80
7. Book-keeping, . . . . .	1	63	63
Total product, . . . . .	—	—	1,601
Divide by sum of weights, . . . . .	18	—	—
General average standing, . . . . .	—	—	88.94
<i>. Optional Subjects.</i>			
Ornamental writing, . . . . .			80
Stenography, . . . . .			92

## EXAMINATION OF \_\_\_\_\_

(For position in Schedule B.)

SUBJECTS.	Weight given to subject.	Standing on subjects.	Product of weight and standing.
1. Reading from print and manuscript, . . . . .	2	75	150
2. Handwriting, as shown by copying from manuscript, . . . . .	2	70	140
3. Writing down from memory the substance of matter orally communicated, . . . . .	1	82	82
4. Arithmetic: addition, subtraction, multipli- cation and division, applied to whole num- bers, . . . . .	1	78	78
5. Experience, and knowledge of the duties of the position (in the case of applicants for positions as policemen, questions relating to city government, location of streets, etc.; in the case of applicants for positions as firemen, questions relating to streets, the construction of buildings, with especial reference to precautions against fire), . . . . .	4	70	280
Total product, . . . . .	—	—	730
Divide by sum of weights, . . . . .	10	—	—
General average standing, . . . . .			73



It will be observed that the standing on each subject is multiplied by the weight given that subject, and the product placed in the third column; the sum of these products, divided by the sum of the weights, gives the general average standing.

23. The names of those found eligible shall be enrolled upon a register in form prescribed by the Commissioners.

24. Every paper in any examination, not formally certified by the examiners, will be signed with his initials in ink by each examiner who has reviewed and marked it.

25. Priority of date in examination will give no advantage in position on the eligible list.

26. The names of persons placed on the eligible list in Class 2 of Schedule A (the higher clerical service), may also, upon request in writing, be placed on the eligible list for positions in Class 1 of Schedule A, with the same standing.

Persons whose names are on the eligible list for the prison service of a city, and who are citizens of the United States and have resided in the Commonwealth during the year next preceding the date of their application, may, upon request in writing, have their examination papers marked by the State Board of Examiners; and, if they are found qualified, their names may be placed on the eligible list for the prison service of the Commonwealth. Persons whose names are on the eligible list for the prison service of the Commonwealth, may, upon request in writing, have their examination papers marked by the Board of Examiners for the city in which they reside; and, if they are found qualified, their names may be placed on the eligible list for the prison service of said city.

All the applicants for promotion in the Boston Police Department who pass the regular examination in penmanship, orthography, composition, arithmetic and the duties of the office, shall be certified to the Police Board; and there shall be attached to the examination papers of each individual so certified the private report of his superior officers as to his efficiency and conduct as a member of the force, said report being marked "A," "B," or "C," according to its character. And in making selections for promotion from the persons certified, the greatest weight should be given to

the marking on said reports. Those who served in the military or naval forces of the United States in time of war, and received an honorable discharge therefrom, shall be indicated ; and such persons shall be preferred for appointment as provided in clause 6, rule XIX.

### *Non-Competitive Examinations.*

27. In cases where a non-competitive examination may be needed, either to test the capacity of applicants for any part of the service which requires peculiar information or skill, or to fill a position for which there are no suitable candidates on the eligible list, or for promotion, or temporary appointment, or otherwise, the Commissioners will provide for such examination.

28. Applicants for non-competitive examinations shall fill out and make oath to the proper application paper (without certificates) ; but any person named by the appointing power under provisions of clause 4 of rule XIX, may file such paper at any time before entering upon his official duties.

29. The non-competitive examination shall conform, as nearly as practicable, in subject, questions and marking, to the competitive examination of the same grade.

### *Special Examinations.*

30. Applications for any special examination must be made in the form prescribed by the Commissioners, and must be accompanied by certificates, as required in cases of ordinary applications.

31. Whenever a special examination is to be held, notice in writing, specifying the time and place of the examination, shall be sent to a suitable number of the applicants, in the order of their application, subject to rule XIV, in time to permit their attendance.

32. Each special examination shall embrace the subjects approved by the Commissioners, after consultation with the head of the office concerned, or the Special Examining Board for such office ; and shall, so far as appropriate, be conducted under the general regulations, as to the marking of examination papers and the grading of persons examined.

33. A special record of applicants, and a special register of eligible persons, shall be kept for each part of the service or office requiring special examinations; and when the Commissioners, or the proper Examining Board, shall be notified by the appointing officer of a vacancy in such part of the service, certification shall be made to him of the names of the three persons graded highest on the special list of persons eligible for the same.

34. In case competent special applicants do not apply, or do not appear for a competitive examination, after suitable notice, a non-competitive examination may be held in as near conformity as may be to the regulations provided for non-competitive examinations for admission to the service. For such examination, applicants on the general record and persons on the eligible list, whose application papers claim the special knowledge required, may be notified, and, if they appear, shall be examined, as if special applicants; but no person so examined shall forfeit his right to the general examinations, or lose his place on any eligible list by reason of his special examination.

#### GENERAL PROVISIONS.

35. In case any applicant makes any false statement for the purpose of securing an examination or preference, or has been guilty of bad faith or fraud, and in case *prima facie* evidence shall be presented to the Board of Examiners that any person on a record or register is, by reason of criminal or infamous conduct, not a fit person to be examined, marked or certified, it will be the duty of the Board to report upon the matter fully and promptly to the Commissioners; and the marking, grading or certification of such person shall be suspended, pending the action of the Commissioners upon the subject.

Upon such report to the Commissioners, or the production of any other evidence, the Commissioners will make the proper investigation and give appropriate direction to the Board of Examiners.

36. In case a person upon any register shall, by reason of ill-health or physical incapacity, in the judgment of the

Commissioners become manifestly disqualified for the service for which he or she is registered, the Commissioners may direct that such person be not certified; and the Commissioners must be informed by the proper examining boards of each case of such disqualification.

37. The applicant affected by such suspension, or refusal of an examination, may make complaint in writing to the Commissioners, who will take proper action thereon.

38. Persons whose names have remained on an eligible list one year, may, upon written application to the Board of Examiners, and satisfactory evidence in regard to health and other qualifications, be placed upon a new eligible list without further examination; or, if they desire to improve their standing, they may, at the end of the year, present a new application and be examined in order.

39. The Commissioners cannot advise persons as to vacancies in the service, nor furnish any information as to the duties, salaries, course of promotion, or other conditions of positions and offices, except such as may be found in printed regulations. No advice can be given as to the course of preparation that applicants should follow, nor can specimens of the examination papers be furnished.

40. Every application paper and accompanying certificates will remain on file in the office of the Commissioners or Boards of Examiners, and under no circumstances or conditions will the originals be returned to the applicant.

## SPECIAL REGULATIONS

IN RELATION TO THE

### EMPLOYMENT OF LABORERS IN CERTAIN DEPARTMENTS OF THE CITY OF BOSTON.

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1. Men who seek employment as laborers in the several departments of the city of Boston, mentioned in Schedule C of the Second Division, appended to the Civil Service Rules, shall apply for registration at the Civil Service Labor Office, in the basement of building No. 5 Pemberton Square, at such times as may be designated by the Commissioners. When the applicants for work as common laborers, or as skilled laborers or specialists, are, in the opinion of the Commissioners, sufficient to meet all probable demands for a period of six months or more, registration of the class for which the supply is sufficient shall cease, except in the case of persons who have served in the army or navy of the United States in time of war, and received an honorable discharge therefrom, and who produce the requisite certificates as to character and capacity.

2. Each applicant must produce a certificate, signed by two reputable citizens of Boston, of his capacity for labor and his habits as to industry and sobriety; provided, however, that in the case of a person honorably discharged from the service of the city, a certificate by the officer under whom he served, of his capacity and good conduct, may be accepted, in the absence of evidence to the contrary, as sufficient. When the applicant desires to be registered for any other

service in Schedule C than that of a common laborer, he will be required to produce a certificate from some competent person, or persons, of his ability to do the special kind of work for which he alleges capacity, and for which he desires to be certified.

3. The registration clerk shall require each applicant to state, under oath, his name; residence; citizenship; age; number of persons depending upon him for support; his services, if any, in the army or navy in time of war; his present employment and past occupation, and such other facts as the Commissioners may deem necessary to show his capacity for labor and his habits as to industry and sobriety.

4. The clerk shall append to each statement a brief personal description of the applicant, and any notes that may serve to show his capacity for the service sought. Where the applicant appears to possess very superior physical qualifications, the fact will be noted. The certificates produced by each applicant shall be attached to his statement, and placed in an envelope bearing his name and number.

5. Before entering the name of an applicant on the register, such further inquiry may be made in regard to his character and capacity as the Commissioners may deem practicable or expedient.

6. When it shall appear from the evidence presented that an applicant is capable, and of temperate and industrious habits, the clerk shall place his name on the register.

7. In case an applicant, who has made a sworn statement, as hereinbefore provided, is found to be unfit or in any way disqualified to perform the service which he seeks, his name shall not be entered on the register, and the reason therefor shall be endorsed on the applicant's statement.

8. When the services of laborers are required in any department to which the rules apply, the head of the department, or other officer thereto duly authorized, shall make a requisition upon the Commissioners for the number of laborers wanted, specifying the kind of service for which they are wanted.

9. Upon the receipt of such requisition, the clerk, under the direction of the Commissioners, shall send to the officer

making the requisition double the number of names called for, if the register contains so many, stating the following particulars in regard to each : namely, registration number ; name ; residence ; citizenship ; age ; number in family ; service in army or navy in time of war ; kind of labor for which he alleges capacity ; references, and such other information as the Commissioners may direct.

10. In filling requisitions for laborers, preference will be given, other things being equal, to those on the register who have had experience in city work ; those who have served in the army or navy in time of war ; and those having families depending upon them for support. The method of selection, where there are a large number of applicants of the same grade, will be by lot, or in such other equitable way as the Commissioners may from time to time determine. When the service calls for men possessing superior physical qualifications, the officer making the requisition will so state ; and the selection will, so far as practicable, be made from those marked at the time of registration as possessing such qualifications.

11. When the head of the department or other officer has selected and employed such of the persons named on said list as he may require, he shall forthwith return to the Commissioners' office a list of the persons so selected, stating the kind of work for which they have been employed. In case any of the persons certified fail to respond to the call of the head of the department, or other officer, or decline the employment offered, or withdraw from the service without good cause, the registered numbers of such persons shall be returned to the Commissioners, with a statement of the facts ; and the names of such persons shall be taken from the register, unless a satisfactory explanation of the failure or refusal to work is given.

12. Laborers cannot be transferred from one department to another except in special cases, where the Commissioners are unable to furnish from their eligible list persons possessing the qualifications required ; but no transfer shall be made without the consent in writing of the head of the department from which the transfer is requested.

13. When a laborer in any of the departments coming within the rules is discharged or dropped from the pay-rolls, a certificate of the fact shall be sent to the Commissioners on a form provided therefor, stating the name of the person, his registration number, the date of his employment, the kind of work on which he was employed, the date of his discharge, the cause, and whether his conduct and work have been satisfactory.

14. If the person so discharged or dropped desires to have his name restored to the register, he can apply at the registration office; and if it appears that his conduct and work have been satisfactory, and that he is a man of good habits and able-bodied, it will be done.



## QUESTIONS

PROPOUNDED BY THE HOUSE OF REPRESENTATIVES TO  
THE JUSTICES OF THE SUPREME JUDICIAL COURT.

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HOUSE OF REPRESENTATIVES, Feb. 10, 1885.

*Whereas*, The Legislature of 1884 passed an act, entitled “An Act to improve the Civil Service of the Commonwealth and the Cities thereof;” and

*Whereas*, The Commissioners appointed under said act have prepared certain rules herewith submitted, which, having been approved by the Governor and Council, and duly published, are by the terms of said act soon to go into operation; and

*Whereas*, This House has pending before it a bill appropriating six thousand five hundred dollars to defray the expenses of said Commissioners in the supervision of the administration of the rules aforesaid, a substantial portion of which sum is to be expended by said commission in the administration of certain of said rules which have been given a limited application; and

*Whereas*, This House, before making any further appropriations for the purposes of the Civil Service Commission appointed under said act, desires to be advised as to the constitutionality of certain provisions of said act and said rules; therefore it is

*Ordered*, That the opinion of the Justices of the Supreme Judicial Court be required upon the following important questions of law, viz. :

First. Are the provisions of said act, which authorize said Commissioners to prepare rules for the selection of per-

sons to fill certain offices named in section two of said act; which provide for a penalty for the violation of said rules when established and published, as required by said act; and which provide that said rules may be given a general or limited application, constitutional?

Second. Are the rules prepared by said Commissioners and approved by the Governor and Council, and published as required by said act, a legal exercise of power lawfully conferred?

Third. Are the rules which are made applicable to the city of Boston only, valid?

EDWARD A. McLAUGHLIN, *Clerk*.

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## OPINION.

[138 Mass. 601.]

*To the Honorable the House of Representatives of the Commonwealth of Massachusetts:*

The undersigned, Justices of the Supreme Judicial Court, have considered the questions proposed in the order of the Honorable House of Representatives, of the tenth day of February instant, and respectfully submit the following opinion:—

The Constitution, in the fourth article of the first chapter of “the frame of Government,” confers upon the General Court full power and authority to make all manner of wholesome and reasonable laws not repugnant to its provisions, to provide for the naming and settling all civil officers not provided for in the Constitution, and to set forth the duties, powers and limits of such officers.

In the exercise of this power, the Legislature has the right to prescribe the qualifications of all officers and servants of the public not provided for in the Constitution.

From the nature of the case, the duty of determining and

ascertaining the qualifications of such officers and servants cannot be performed directly by the Legislature, but must be delegated to some officers or agents. It has been the constant and necessary practice of the Legislature to confer the power of appointing such subordinate officers and servants upon some superior officers of the State, or upon the authorities of the cities or towns, leaving the question of the qualifications of the persons to be appointed entirely to the discretion of the appointing power.

The object of the statute before us is to provide for a Board of Commissioners, who shall make rules for the selection of persons to fill such offices in the government of the Commonwealth and of the several cities thereof, and supervise the administration of such rules.

We think that the Legislature has the constitutional right to provide for the appointment of such Commissioners, and to delegate to them the power to make rules not inconsistent with existing laws, to guide and control their discretion and the discretion of the officers of the State or of the cities in whom the appointing power is vested. This is not a delegation of the power to enact laws; it is merely a delegation of administrative powers and duties.

And there is no provision of the Constitution which prevents the Legislature from enacting that such rules, when duly made, shall be binding upon the officers and citizens to whom they apply, and that they may be enforced by suitable penalties, as provided in the last section of the statute.

The provision of the fourteenth section of the statute, that the rules "may be given a general or a limited application," is not open to any constitutional objection.

The power of the Legislature to make or to authorize local laws for the administration of local affairs is beyond question. It has the right to make local laws to meet the peculiar exigencies of any part of the community.

The qualifications required to fill an office in one place may be different from those required for a similar office in other places, and different rules of examination may be required. We have no doubt that the Legislature, or the Commissioners acting under its authority, can make valid

rules for the city of Boston differing from those which are found to be reasonable and wise in other localities.

We do not suppose it was the intention of the House to require us to examine every one of the numerous rules made by the Commissioners, and to give our opinion upon the validity of each. The preamble of the order states that the House "desires to be advised as to the constitutionality of certain provisions of said act and said rules."

We interpret the second and third questions, therefore, as designed to ask whether it is a legal exercise of power lawfully conferred for the Commissioners to make rules consistent with existing laws, and whether they can make rules applicable only to the city of Boston. With this understanding of their scope we answer each of the three questions in the affirmative.

Mr. Justice Colburn has been prevented by illness from considering the questions proposed, and therefore does not join with us in the opinion.

MARCUS MORTON.

WALBRIDGE A. FIELD.

CHARLES DEVENS.

WILLIAM ALLEN.

CHARLES ALLEN.

OLIVER WENDELL HOLMES, JR.

FEB. 24, 1885.

## RULINGS AND EXPLANATIONS BY THE COMMISSIONERS.

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*“May be given a general or a limited application.”* [Stat. 1884, chap. 320, sect. 14.] This limitation may be geographical or subjective. See opinion of Justices Supreme Judicial Court.

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*“Other qualifications being equal.”* [Stat. 1884, chap. 320, sect. 14, clause 6; and Rule 19, clause 6.] The “other qualifications” are to be determined not only by the standing on the eligible list, but by all facts disclosed by the record, including the application papers, and are to be considered in respect to the duties of the office or employment to be filled. The Commissioners will require, in cases where the preference is not given according to the standing upon the eligible list, a statement of the appointing officer of what “other qualifications” were not “equal.”

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*“As ascertained under these rules”* [Rule 19, clause 6] includes facts disclosed in application as well as upon examination.

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*“In time of war.”* [Stat. 1884, chap. 320, sect. 14, clause 6; and Rule 19, clause 6.] Actual service under General Custer against the Indians held to give preference.

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*“Elective”* [Stat. 1884, chap. 320, sect. 15] means elective by the people. It does not refer to the method by which the appointment is made.

“*Subject to confirmation*” [Stat. 1884, chap. 320, sect. 15] includes officials elected by the confirming body.

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“*Officers for the faithful,*” etc. [Stat. 1884, chap. 320, sect. 15], does not include ordinary cases, where the official gives a bond simply for the faithful discharge of the duties of his office, and his responsibility for the fidelity and good conduct of his subordinates is not specified.

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[SECT. 15.] “*Chief superintendents and marshals of police departments.*” Assistant or deputy marshals are not included in this exemption.

I. They are not within the *words* of the law. There are no officers known to the law whose title is that of *marshal*. There are “city marshals” and “assistant marshals,” but no “marshals.”

II. The word “chief” is used in this sentence as an adjective, meaning “the principal.” There is no officer known to the law whose title is “chief superintendent” or “chief marshal.”

III. The meaning of the words cannot, therefore, be ascertained from these words alone, nor can the words be read to exempt “chief superintendents” as one class and “marshals” as another class,—as might be urged from the failure to repeat the word “chief,”—because no such classes exist. That the word “chief” as an adjective applies equally to “marshals” as to “superintendents,” is also seen from the preceding and succeeding clauses. The classes exempted are, —

1. Police and fire commissioners.
2. Chief superintendents and marshals of police departments.
3. Chief engineers of fire departments.

IV. Failing, then, to ascertain the meaning of the phrase solely from the words themselves, we must look to the whole section.

V. The section provides for the exemption of certain classes of officers from the operation of the rules. These are, —

1. Elective officers.
2. Judicial officers.
3. Officers whose appointment is subject to confirmation by the executive council, a city council or a school committee.
4. HEADS of *any principal department in a city*.
5. Officers whose superior officer gives bond for their fidelity.
6. Teachers in the public schools.
7. The private secretary of the governor or mayor.

VI. It then provides as follows: “but such rules shall apply to members of the police and fire departments.”

VII. But if these provisions of the statute had stood without modification, they would have been in conflict. The provisions of inclusion, as quoted in VI, would have been in direct conflict with 4th, as quoted in V. The superintendent or city marshal is a member of the police department. He is also the head of a principal department of a city. The one is exempted; the other is included. Therefore it was necessary to modify the words quoted in V so as to include the head of the police and fire departments. It was for this purpose that the words “other than police and fire commissioners, chief superintendents and marshals of police departments, and chief engineers of fire departments,” were added.

In Boston alone, police and fire commissioners, and a superintendent of a police department, exist. In the other cities, the head of the department is the “city marshal.” It can hardly be claimed that the Legislature intended to include in the operation of the rules the deputy superintendent of police in Boston, and to exclude the first assistant marshal of any of the other cities. The law does not say so in express terms, and the intent is clearly the other way. It

is a familiar rule of construction, that, in construing an exception to an exception, as this is, the second exception shall be construed strictly.

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*“ They may designate persons in the official service.”*  
[Stat. 1884, chap. 320, sect. 20.] This does not exclude private citizens.

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The result of the written examination does not of itself give the right to be placed upon the eligible list; but in all cases of exclusion, where the applicant has obtained sixty-five per cent., the reason of the exclusion shall be made a matter of record. [See clause 6, Rule XVI.]

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Persons in the public service, in positions not included within the Civil Service rules, cannot be transferred, under the provisions of Rule XXVI, to a position in the classified service. They can apply for examination on the same basis as those not in the service, and, if they secure a place on the eligible list, will be certified, with others, on their average standing.

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The experts and special investigators, employed from time to time for temporary service in the Bureau of Statistics of Labor, are not included in the present classified service of the Commonwealth.

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Aliens will not be certified for employment in the labor service, unless it is impossible to obtain enough citizens who are duly qualified.

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Applications for appointment in the call force and the permanent substitutes of the Boston Fire Department may be made at any time on the blanks prepared by the Civil Service Commissioners. Examination for this part of the ser-



vice is open to all male residents of Boston between twenty-two and thirty years of age, not less than five feet four inches in height, with minimum weight and minimum circumference of chest, as prescribed in the physical examination paper.

Call substitutes can be appointed by the Fire Commissioners, without the intervention of the Civil Service Commissioners; but such substitutes cannot be appointed in the call force, or as permanent substitutes, without undergoing competitive examination of the same character as that required for admission to those branches of the service.

In competing with those who have not had experience, the call substitute has an advantage, as great weight is given in the examination to experience and knowledge of the duties. There is, therefore, an adequate inducement to serve as a call substitute, because it greatly promotes the chances of success in the examination for the more permanent service.

Admission to the regular force of the department, as distinguished from the call force and the permanent substitutes, is confined to those under forty years of age, serving in the call force and as permanent substitutes, who pass highest in an open competitive examination. Application for these examinations will be received at any time, and an eligible list will be established, from which to fill requisitions made by the Fire Commissioners when vacancies occur. In these examinations, the greatest weight is given to experience and knowledge of the duties of a fireman.

Permanent substitutes are, for the purpose of a competitive examination, put in the same class as the call force, for two reasons: namely, first, it gives every man an equal opportunity to compete for appointment in the regular force; and, second, it affords an opportunity to recruit the regular force from persons living in the central portion of the city, where there are no members of the call force.

Those who pass the competitive examinations for admission to the call force, the permanent substitutes and the regular force, will be sent before the city physician for a physical examination, first getting a certificate of weight and height from the officer in charge of the apparatus repair shop, on the corner of Albany and Bristol streets.

All assignments for duty in the regular force, in positions

below that of assistant foreman, will continue to be made by the Fire Commissioners, without the intervention of the Civil Service Commissioners.

When an assistant foreman is to be appointed, the Fire Commissioners shall select a member of the department for promotion, and send him before the Civil Service Commissioners for a non-competitive examination; or the Fire Commissioners may (under Rule 31) request the Civil Service Commissioners to hold a competitive examination of all applicants for the particular position.

Promotion above the grade of assistant foreman, to positions coming within the Civil Service rules, is to be made in the manner herein described for promotion to the rank of assistant foreman.

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In those departments of the State or the cities, where the services of clerks are required during only a part of the year, the persons who have been heretofore employed in such service may be re-employed for the same service without being certified from this office; provided, always, that the employment is as continuous and prolonged as its nature will permit. There is clearly a distinction to be made between such service and the permanent service. While the former furnishes a proper basis for reappointment to the same position, it does not establish such a relation to the service as would justify transfer or promotion to a permanent position without an examination, as provided in clause 5 of Rule XXVIII.

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When a requisition is made to fill a vacancy in any permanent position included in Schedule A, and a person certified and appointed under the Civil Service rules is performing temporary service in the office or department from which the requisition is made, such person shall, for all purposes of certification, be deemed to be on the eligible list.

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The limitation as to the age of applicants for positions on the East Boston ferries, in which physical qualifications are

necessary, shall be the same as for prison guards, district police, and police in other cities than Boston : namely, not less than twenty-two nor more than forty years of age, except in the case of men who served in the late war.

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The Commissioners will certify additional names to the appointing power, when they can do so consistently with the interests of the service and the rights of those who stand highest on the eligible list. But substantial and definite reasons must be given for changing the basis of certification, as provided in the rules. Those who have passed the Civil Service examination, and have secured a position on the eligible list, have rights which cannot be lightly put aside. If they, or those who have vouched for them, have been guilty of false statements in their application papers, then their names will be stricken from the list. If they are unsuitable for the special service for which they are wanted, then (as authorized by Rule XIX, clause 2) additional names will be sent to the appointing power. But it must be *shown* that false statements have been made, or that the persons certified are unsuitable.

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A person examined and found eligible for appointment on the police force of Boston will not be rendered ineligible by reason of increase in age between the date of filing his application and the end of the year in which his name is allowed to stand on the eligible list.

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A woman who is not native born, and who has never been naturalized, is not a citizen of the United States within the meaning of clause 1, Rule VII, unless her parents were native born, or were naturalized during her minority.

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In the case of an applicant for appointment in the police force of a city, who had served in the late war, and who fell

below the standard for height, it appeared by the army measurements at the time of his enlistment that he was of the required height, five feet eight inches ; but, through the hardships of the service and the increase in age, he now measured only five feet seven and a quarter inches :

*Held* that, under the provisions of Rule XIX, clause 6, giving preference to persons who served in the army or navy in time of war, the physical disability referred to does not render him incompetent to perform the duties, and is therefore not a bar to his admission to the service.

## CIVIL SERVICE COMMISSIONERS.

---

JAMES M. BUGBEE, Chairman, Boston.  
CHARLES THEODORE RUSSELL, Jr., Cambridge  
CHARLES W. CLIFFORD, New Bedford.

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*Chief Examiner.*

HENRY SHERWIN, Jamaica Plain.

---

*Secretary.*

WARREN P. DUDLEY, Cambridge.

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*Registration Clerk — Labor Office.*

GEORGE H. JOHNSON, Charlestown.

---

*Examiners.*

The following gentlemen have served at different times during the year as examiners of applicants for service in the Commonwealth and the several cities, namely: —

*For the Commonwealth Service.*

JOHN E. RUSSELL.  
JOHN Q. ADAMS.  
WILLIAM D. HAWLEY.  
FREDERICK G. PETTIGROVE.  
HENRY J. COOLIDGE.

ISAAC H. EDGETT.  
HENRY P. WALCOTT.  
HOSEA M. KNOWLTON.  
SAMUEL A. GREEN.  
HIRAM Q. SANDERSON.

*For the City of Boston.*

WILLIAM H. LEE.  
 EDWARD B. BLASLAND.  
 JOHN T. PRIEST.  
 DENIS H. MORRISSEY.  
 SAMUEL A. B. ABBOTT.  
 THOMAS F. TEMPLE.  
 JOHN G. BLAKE.  
 JOSEPH D. FALLON.  
 WILLIAM F. DAVIS.  
 GUY C. UNDERWOOD.  
 CHARLES E. DAVIS.  
 BENJAMIN D. BURLEY.  
 BENJAMIN P. ELDRIDGE.  
 HENRY MANLEY.

*For the City of Brockton.*

AUGUSTUS T. JONES.  
 DEWITT C. PACKARD.  
 GEORGE E. KEITH.

*For the City of Cambridge*

SAMUEL L. MONTAGUE.  
 JUSTIN A. JACOBS.  
 MICHAEL CORCORAN.

*For the City of Chelsea.*

FRANK B. FAY.  
 D. FRANK KIMBALL.  
 JOHN EDMUNDS.

*For the City of Fall River.*

MILTON REED.  
 CLARENCE BUFFINTON.  
 HENRY K. BRALEY.  
 CHARLES J. HOLMES.  
 EDWARD F. MURPHY.

*For the City of Fitchburg.*

HENRY JACKSON.  
 FRANCIS BUITRICK.  
 JOHN J. SHEEHAN.

*For the City of Gloucester.*

SYLVESTER CUNNINGHAM.  
 SUMNER D. YORK.  
 JOHN K. DUSTIN, JR.

*For the City of Haverhill.*

CHARLES W. MORSE.  
 JOHN J. WINN.  
 EDWARD B. GEORGE.

*For the City of Holyoke.*

JAMES RAMAGE.  
 MICHAEL J. GRIFFIN.  
 WILLIAM GROVER.

*For the City of Lawrence.*

CHARLES U. BELL.  
 WILLIAM T. KIMBALL.  
 PATRICK MURPHY.

*For the City of Lowell.*

CHARLES E. PAGE.  
 CHARLES H. CONANT.  
 JOHN J. COTTON.

*For the City of Lynn.*

ALFRED A. MOWER.  
 RUFUS KIMBALL.  
 OWEN DAME.

*For the City of Malden.*

ALONZO P. MOORE.  
 JOHN E. FARNHAM.  
 HENRY E. TURNER, JR.

*For the City of New Bedford.*

GEORGE H. DUNBAR.  
 DANIEL B. LEONARD.  
 WILLIAM N. SWIFT.

*For the City of Newburyport.*

DAVID L. WITHINGTON.  
 OLIVER B. MERRILL.  
 JOHN F. YOUNG.

*For the City of Newton.*

LUCIUS G. PRATT.  
 EZRA S. FARNSWORTH.  
 ARTHUR W. POPE.

*For the City of Northampton.*

OLIVER WALKER.  
 ARTHUR WATSON.  
 J. H. DEMOND.

*For the City of Salem.*

JOSEPH P. FESSENDEN.  
A. AUGUSTUS SMITH.  
LEVERETT S. TUCKERMAN.

*For the City of Somerville.*

CHARLES S. LINCOLN.  
GEORGE I. VINCENT.  
HORACE C. WHITE.  
O. S. KNAPP.  
SANFORD HANSCOM.

*For the City of Springfield.*

JOHN M. STEBBENS.  
CHARLES H. CHURCHILL.  
ALBERT T. FOLSOM.  
HIRAM Q. SANDERSON.  
SAMUEL B. SPOONER.

*For the City of Taunton.*

JOHN H. GALLIGAN.  
GEORGE A. WASHBURN.  
ABNER COLEMAN.

*For the City of Waltham.*

CHARLES F. STONE.  
LUMAN N. HALL.  
CORNELIUS MCCORMICK.  
HENRY S. MILTON.

*For the City of Worcester.*

ROBERT H. CHAMBERLIN.  
JAMES EARLY.  
FREDERICK W. SOUTHWICK.

## APPLICATION PAPER.

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DIRECTIONS. 1. All the statements in the application are to be made under oath or affirmation.

2. A false statement knowingly made in this paper, or connived at in any certificate which may accompany the same, is good cause for exclusion from the eligible list, or discharge during or after probation.

3. The application paper must be filled in the applicant's own handwriting.

4. Send application, after being filled out, if for service in the Commonwealth of Massachusetts or the city of Boston, addressed to the "Civil Service Commissioners, 5 Pemberton Square, Boston, Mass." If for local service in any other city, send application to the Chairman or Secretary of the Board of Examiners of the city in which the service is sought.

5. There is no limitation as to age for entering the service except in Schedule B. Applicants for appointment in classes 1 and 3, Schedule B (the prison and police service of the Commonwealth and of other cities than Boston), must not be less than twenty-two nor over forty years of age; provided, however, that this limitation as to age of applicants for positions in said classes 1 and 3 shall not apply to watchmen in public buildings and public institutions, or to persons who have served in the army or navy of the United States in time of war, and received honorable discharge therefrom. Applicants for classes 2 and 4 (the Boston police and fire departments) must not be less than twenty-two nor over thirty years of age. Applicants for appointment in classes 3 and 4, Schedule B (district and city police of other cities), must not be less than five feet eight inches in height, and weigh not less than one hundred and forty pounds. Applicants for appointment in Class 2, Schedule B (the fire department of Boston), shall not be less than five feet four inches in height, and weigh not less than one hundred and twenty pounds.

6. The examination, if it shows the requisite capacity, will entitle the applicant to be placed on the register of persons found eligible to appointment.

7. No recommendations or certificates besides those provided for at the end of this blank will be received.

8. Applicants will be notified of the time and place of examination. They must give notice of any change of post-office address, or unwillingness or inability to attend the examination.

9. A failure to fill properly the blanks, or to send satisfactory certificates, will cause the application paper to be returned for correction. Applications which show that the applicants lack the qualifications as to age, health, &c., required by the rules, will be rejected, and the applicants notified.

10. Applicants will be notified of the result of their examination, and when appointed will receive notice from the appointing officer.



11. Those who pass the general examination for the clerical service under clause 3 of Rule 5, may be appointed to places with an annual compensation at the rate of \$800 or over, or, if they accept a position with a smaller compensation, may be promoted to positions with a higher compensation without further examination; but those who pass the limited examination, under clause 3 of Rule 5, must pass the general examination before being appointed to a place with an annual compensation at the rate of \$800 or more.

N. B. Every applicant for position in the police and fire departments, and in other departments where physical capacity is of prime importance, will be required, before being placed on the eligible list, to furnish, in addition to the certificates provided for in Rule 11, a certificate from a physician holding an official position, as provided in clause 2 of Rule 8.

Such certificate can be filed with the application paper, or after the result of the Civil Service examination is made known.

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### APPLICATION.

State clearly and distinctly the position or branch of service for which you wish to be examined, and whether it is in the service of the State or of a city:

If the application is for the clerical service, state whether you wish to take the general or the limited examination. See Directions, Sect. 11, *above*.

I declare the following to be facts concerning myself, viz.: —

(1) My full name is [state whether married or single]

(2) My post-office address is [give town or city, including street and number]

(3) My actual bona fide [legal] residence at this time is in [the town or city of]

(4) I have been a resident of the State of Massachusetts during the period of

(N. B. If a naturalized citizen, give date and court of naturalization.)

(5) I have been a resident of the [town or city of] during the past        years.

(6) My present occupation is

(7) To the best of my information and belief, I was born at                      on the                      day of                      , 18        , and I am therefore                      years of age.

(8) I am not “a person habitually using intoxicating beverages to excess,” nor a “vender of intoxicating liquors.”

(9) I have not been convicted of any offence against the laws of the Commonwealth during the past year.

(10) I believe and represent myself to be a person of good health, and without mental or physical incapacity or infirmity, of which I am aware, which in any way disqualifies me for a full

discharge of official duty in the service which I seek to enter,  
except as herein otherwise stated.

[If you have any defect of sight, hearing, speech, or otherwise, so state.]

(11) My principal occupation or business and my place of abode during each of the last five calendar years were as follows: [Fill the blanks against each year.]

	PLACE OF ABODE, TOWN AND STATE.	OCCUPATION, BUSINESS, EMPLOYMENT, OR POSITION.
18	,	;
18	,	;
18	,	;
18	,	;
18	,	;

I further declare the answers to the following questions to be true :—

(12) Were you ever examined for the public service of the United States, or any state or city? If so, when [giving month and year], where, for what branch and grade of the service, and with what result?

(13) Were you ever in the Civil Service? If so, state what service, when, at what place, and, if you have left it, the date and specifically the cause of leaving.

(14) Were you ever in the military or naval service of the United States in time of war? If so, state (1) in what regiment and company, or on what vessel you served, and the date and period of your service; and (2) whether you were honorably discharged; and

(3) whether such discharge was by reason of disability resulting from wounds or sickness incurred in the line of duty.

(15) My education was received chiefly in the [here state in what school, academy, or college, and length of course.]

(16) State any additional experience or attainments you possess, which, in your opinion, would be useful in the public service [as a knowledge of any art or science, of any foreign language, or of any business requiring skill].

## COMMONWEALTH OF MASSACHUSETTS.

SS:

On this                    day of                    188    , personally appeared the above-named applicant, and made oath [or affirmation] that the statements and answers in the above application contained, whether in writing or in print, are true to the best of his knowledge and belief.

Before me,

*Justice of the Peace.*

## CERTIFICATES.

DIRECTIONS. (1) Not less than three nor more than five persons must certify to the character of the applicant, and Certificate No. 1 must be filled, as the other certificates refer to it. It is desirable that one of the certificates should be signed by a physician.

(2) They should be citizens of good character and standing in the community where they reside. If related to the applicant the relationship should be stated.

(3) The Civil Service act contains this language: "SECT. 5. That no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator or member of the House of Representatives, Alderman or Councilman, *except as to the character or residence of the applicant*, shall be received or considered by any person concerned in making any appointment under this act."

(4) Each blank below must be filled *as accurately as practicable*.

---

1. I [being more than twenty-five years of age] have been a resident of \_\_\_\_\_ for \_\_\_\_\_ years last past. I am personally acquainted with \_\_\_\_\_, the applicant aforesaid; and I do state upon honor as follows:—

(1) That I have known said applicant well since \_\_\_\_\_

(2) That I have read the application of said applicant, and believe each of the statements made therein to be true.

(3) That said applicant has not, to my knowledge or belief, any physical or mental weakness or infirmity, unless that mentioned in h \_\_\_\_\_ application, which would disqualify h \_\_\_\_\_ for the service he seeks.

(4) That said applicant is, to my knowledge, of good character and capacity, and is of good repute in the community where he lives.

(5) That discreet men would have no good cause to refuse, and I would not refuse, to employ the applicant in private business by reason of h \_\_\_\_\_ lack of any of the qualifications aforesaid.

(Signature.)

(Post office address.)

(Occupation.)

[The official paper contains four more forms.]

## EXAMINATION PAPERS.

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### First Series.

#### SCHEDULE A. — *Clerical Service.*

*First Subject :*

1. Writing from dictation, — about eighteen words in a minute.
2. Copying rough draft of a letter containing interlineations, abbreviations, etc.
3. Correcting errors in spelling.

*Second Subject :*

1. Write in figures the following numbers : —  
     Thirteen million five hundred sixty-two thousand and three.

Fifty-five million two thousand one hundred and ten.

2. Write in words the numbers expressed by the following figures : —  $87.569,201\frac{3}{5}$

4,285,344.65

3. Add the following column of figures : — 76,391,426

423,602
7,396,420
21,964,357
13,201,706
2,542,372
35,605,943
5,972,237
1,141,707
4,327,262
123,400
27,741
<u>9,632,247</u>

4. At the commencement of business the cash balance of a certain bank was \$50,296.73.

During the day the receipts were as follows : gold, \$3,547 ; silver certificates, \$5,725 ; national bank bills, \$2,916 ; silver dollars, 1,295 ; checks on other banks, \$5,263.96 ; small coins, \$295.18.

The amount of cash paid out was \$25,643.82.

What was the cash balance at the end of the day? *Give the operation in full.*

5. If the speed of an ocean steamship is 16 miles an hour, how long will she be in making the voyage from Liverpool to New York, the distance being 2,980 miles?

Give the answer in days, hours and minutes. *Give the operation in full.*

6. At  $22\frac{1}{2}$  cents a pound, what will be the total cost of three turkeys weighing  $10\frac{1}{2}$  lbs.,  $11\frac{1}{4}$  lbs., and  $12\frac{1}{4}$  lbs.? *Give the operation in full.*

7. A farmer has 1,250 sheep. During the year he loses 20 per cent. of them by death, and then 10 per cent. of the remainder. By the birth of lambs the flock is then increased 60 per cent. What percentage over the original number will the flock then show? *Give the operation in full.*

8. A commission merchant sold, for account of a manufacturer, 4,000 yards of cloth at 16 cents a yard. He allowed the purchaser 5 per cent. discount for cash, and deducted from the cash receipts  $2\frac{1}{2}$  per cent. for his commission. What sum of money should he turn over to the manufacturer? *Give the operation in full.*

*Third Subject: \**

1. What is the interest on \$1,213.65 for 1 year, 4 months and 10 days, at the rate of 7 per cent. a year? *Give the operation in full.*
2. What will be the value of a note for \$960 at maturity, payable 7 months and 25 days after date, with interest added at the rate of 6 per cent. a year? *Give the operation in full.*
3. What is the present cash value of a note for \$875 which will become due in 3 months and 20 days, the rate of discount being 6 per cent. a year? *Give the operation in full.*
4. Find the date when the following note will become due, the time for which discounted, the bank discount and the net proceeds: —

A five months' note for \$750, dated Nov. 25, 1884, and discounted Dec. 17, 1884, at the rate of 7 per cent. a year. *Give the operation in full.*

\* This subject is omitted in examinations for positions where the salary is less than \$800 per annum.

5. Name the three principal books used in book-keeping by double entry.
6. Which is usually called the debtor and which the creditor side of an account?
7. What is the book-keeping term applied to a promissory note, signed by yourself and made payable to the order of another person?
8. What is the book-keeping term applied to a promissory note, signed by another person and made payable to you or your order?
9. The following cash transactions are supposed to have taken place in a merchant's office. Record them in the blank below [omitted here], which represents a page of a cash book :

Dec. 19. Received of John Wilnot amount of his note, \$376.25, and \$9.16 interest; paid James Warren's bill, \$217.10; bought merchandise for cash, \$619.13; received of William Cross \$2,000 on account; loaned Charles White \$500; paid firm's note, \$375, and \$13.12 for interest.

*Fourth Subject :*

Composition and punctuation. Writing a letter to some official, giving an account of the schools attended and the studies pursued by the applicant.

*Fifth Subject :*

1. Name the New England States and their capitals.
2. How is Massachusetts bounded?
3. Name three of the cities of Massachusetts situated on the seaboard, and seven other cities.
4. Name the two largest rivers in Massachusetts.
5. Name the two capes of Massachusetts.
6. Name the two largest islands within the jurisdiction of the Commonwealth.
7. What was the Declaration of Independence, and in what city and when was it signed?
8. What was the Emancipation Proclamation, and in what year and by what President was it signed?
9. For whom has the electoral vote of Massachusetts been cast at the last five Presidential elections?
10. Who was the first Governor of Massachusetts under the Constitution?
11. How many senators and representatives does Massachusetts send to Congress, and how are they chosen?

12. What are the three principal departments in the national government?
13. How is the President of the United States chosen?
14. What State officers in Massachusetts are elected by the people at large?
15. What is the difference in the form of organization of a city government and a town government in this Commonwealth?

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SCHEDULE B. — CLASS 1.

*Prison Service — Commonwealth.*

*First Subject :*

1. Copying a printed statement.
2. Writing a letter, stating education, and any experience which will be of special use in the position applied for.

*Second Subject :*

1. Write in figures the following numbers : —  
 Eighteen thousand six hundred and two.  
 Fifty-three thousand nine hundred and sixty-three.
2. Write in words the numbers expressed by the following figures : —  

79,426

11,749
3. Add the following column of figures : — 1,275  

347

6,432

1,141

795
4. Subtract from 237,543  

24,851

---
5. Divide 74,094 by 6. *Give the operation in full.*
6. Multiply 937 by 73. *Give the operation in full.*
7. If a man works twenty-five days at one dollar and a quarter per day, how much money will he earn? *Give the operation in full.*

*Third Subject :*

1. Where is the State Prison?
2. Where is the Massachusetts Reformatory?
3. What officer has charge of the State Prison?
4. Give the official titles or designations of some of the subordinate officers of State Prison.

5. What is the penalty to which an officer is liable for allowing a prisoner to escape?
6. What is solitary confinement?
7. Explain, briefly, the difference between a shot-gun and a rifle.
8. What is meant by a "double action revolver"?

[Applicants for this branch of the service are not required to undergo a special physical examination unless requested by the appointing power.]

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SCHEDULE B. — CLASS 2.

*Boston Fire Department.*

*First Subject :*

1. Copying a printed statement.
2. Writing a letter, stating education, and any experience which will be of value in the position applied for.

*Second Subject :*

1. Express in figures the following numbers : —  
Thirteen thousand five hundred and thirteen.
2. One hundred fifteen thousand two hundred and six.  
Write in words the numbers expressed by the following figures : —
3. 42,692.
4. \$1,375.10.
5. Add the following column of figures, placing the total amount at the bottom : —
 

2,596
4,615
1,237
12,892
31,207
52,547
6. If a building worth \$72,500 should be totally destroyed by fire, and it is insured for \$59,825, what would be the owner's loss? *Give the operation in full.*
7. If a fireman's pay is \$3 a day, what sum of money will be due him at the end of a month of 31 days, deducting two and one-half days' pay on account of absence? *Give the operation in full.*
8. If a chest of tea containing 62 pounds costs \$27.90, what is the cost per pound?



*Special Subject :*

1. State briefly the duties of a member of the call force of the Boston Fire Department when an alarm is sounded to which he is required to respond.
2. For what offences can charges be preferred against firemen?
3. What officer has supreme command at a fire?
4. How are the officers and men at an engine-house first notified of a fire?
5. What is the signal for a first alarm?
6. What is the signal for a second alarm?
7. What is the signal for a third alarm?
8. What is the signal for a general alarm?
9. What is the signal when a hook and ladder company is wanted?
10. What grades of officers and firemen are attached to an engine company?

PHYSICAL EXAMINATION.

SCHEDULE B. — CLASS 2.

*Fire Department of Boston.*

The applicant will fill out this portion of the blank.	Name,
	Date of birth,
	Occupation,
	Have you any disease now?
	What diseases have you had during the last seven years?
	Have you varicose veins or hernia?
	Do you know of any hereditary disease in your family?
	If your parents, brothers or sisters, or any of them, are dead, of what disease did they die?
	Have you ever had fits?
	Have you ever had any fracture or dislocation?
	Have you ever received any injury to the head or spine?
	Are you subject to piles?
Have you been vaccinated?	
Have you ever had rheumatism?	

* STATE THE EXACT Weight, A; Height, B; Circumference of Chest, C.	WEIGHT.	HEIGHT.		C.†	
	A.	B. Feet.	Inches.	At forced expiration	inches.
				On full inspiration	"
A. IS THE RESPIRING MUR- MUR clear and distinct over both lungs?	A.				
B. Is the character of the Respiration Full, Easy and Regular?	B.				
C. Are there any indications of Disease of the Organs of Respiration or their Appendages?	C.				

A. IS THE CHARACTER of the Heart's action Uniform, Free and Steady?	A.
B. Are its Sounds and Rhythm Regular and Normal?	B.
C. Are there any indications of Disease of this Organ or of the Blood Vessels?	C.
A. IS THE SIGHT GOOD?	A.
B. Is the hearing good?	B.
IS THE APPLICANT subject to Cough, Expectoration, Difficulty of Breathing, or Palpitation?	
A. ARE THE FUNCTIONS of the Brain and Nervous System in a Healthy State?	A.
B. Has the Brain or Spinal Cord ever been diseased?	B.
IF THE APPLICANT has had any serious illness or injury, state expressly what effect, if any, is perceptible in the heart, lungs, kidneys or other abdominal organs, or the skin, eyes, ears, limbs, etc.	
HAS THE APPLICANT any predisposition, either hereditary or acquired, to any constitutional disease, as phthisis, scrofula, rheumatism?	
DOES THE APPLICANT display any evidence of having or having had Syphilis?†	
HABITS, use of stimulants and tobacco.	

\* The Examiners are called upon to pay special attention to the annexed schedule in determining the fitness of the applicant.

† There should be a difference, at least, of two inches at forced expiration and on full inspiration. All examinations of the chest should be made on the bare body, and not through the clothing.

‡ Syphilitic taint in the applicant must always be regarded as good cause for rejection.

§ The height and weight are to be taken in ordinary dress. Obesity must be regarded as a good cause for rejection.

† Minimum circumference of the Chest tolerable in applicants.

CIRCUMFERENCE OF CHEST.		
HEIGHT.	Feet.	Inches.
5	4	32
5	5	32
5	6	32½
5	7	33
5	8	34
5	9	34½
5	10	35
5	11	35½
6	—	36
6	1	36½
6	2	37
6	3	37½
6	4	38

STATURE AND WEIGHT. The stature shall not be below 5 ft. 4 in., nor the weight below that marked as its minimum accompaniment in the subjoined table. §

HEIGHT.	MIN. WEIGHT.
Feet. Inches.	Pounds.
5	4
5	5
5	6
5	7
5	8
5	9
5	10
5	11
6	—
6	1
6	2
6	3
6	4

(a) In examining the sense of sight, not only shall the general condition of the organs be ascertained, but weight shall be given to quickness and accuracy in discriminating colors and distances. The hearing shall be tested also as to keenness and correctness in distinguishing degrees and kinds of sounds, and the direction from which they come.

### Remarks.

[Where the person examined possesses physical qualifications of a *very superior character* the physician will so state under this head.]

I, \_\_\_\_\_, hereby declare that I have returned true answers to the inquiries of \_\_\_\_\_ touching my personal and family health, history, habits and antecedents; and that I am the person described in the foregoing record of examination.

---

*Certificate of Examining Surgeon.*

I HEREBY CERTIFY that I have this day carefully and thoroughly examined, in accordance with the foregoing instructions, \_\_\_\_\_, and find that he is \_\_\_\_\_ sound in limb and body, is \_\_\_\_\_ able bodied \_\_\_\_\_ of robust constitution, has good eyesight and \_\_\_\_\_ good hearing, and in my opinion is physically qualified to sustain the labors and exposures, and perform the duties of a fireman \_\_\_\_\_ and that the above is a truthful record of the examination.

*City Physician.*

18 \_\_\_\_\_.

FORM APPROVED:

ALFRED F. HOLT, *Surgeon General.*

[The form used for Police Department of Boston is the same as above, except in the matter of height, weight, and circumference of chest.]

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SCHEDULE B. — CLASS 3.

*District Police.*

*First Subject:*

1. Copying a printed statement.
2. Writing a letter, stating education, and any experience which will be of special use in the position applied for.

*Second Subject:*

1. Write in figures the following numbers: —  
Thirteen million five hundred sixty-two thousand and three.  
Fifty-five million two thousand one hundred and ten.
2. Write in words the numbers expressed by the following figures: —  $87,569,201\frac{2}{5}$   
 $4,285,344.65$

3. Add the following column of figures : — 76,391,426

423,602  
 7,396,420  
 21,964,357  
 13,201,706  
 2,542,372  
 35,605,943  
 5,972,237  
 1,141,707  
 4,327,262  
 123,400  
 27,741  
 9,632,247

---

4. At the commencement of business the cash balance of a certain bank was \$50,296.73.

During the day the receipts were as follows : gold, \$3,547 ; silver certificates, \$5,725 ; national bank bills, \$2,916 ; silver dollars, 1,295 ; checks on other banks, \$5,263.96 ; small coins, \$295.18.

The amount of cash paid out was \$25,643.82.

What was the cash balance at the end of the day? *Give the operation in full.*

5. If the speed of an ocean steamship is 16 miles an hour, how long will she be in making the voyage from Liverpool to New York, the distance being 2,980 miles?

Give the answer in days, hours and minutes. *Give the operation in full.*

*Third Subject :*

1. What is a felony?
2. What is a misdemeanor?
3. What is a mittimus?
4. Make such a return as would be required on a mittimus.
5. What is a capias?
6. What is a subpoena?
7. In applying to the Governor for a requisition, what papers would be required on a complaint and warrant?
8. What papers on an indictment?

*Fourth Subject :*

1. What mechanical device should be employed to guard well-holes, hoistways and elevator openings in the floors of buildings, and prevent the spread of fire?

2. Describe the mechanical superiority of any one of the automatic locks now used to prevent the fall of elevator cars or cabs in case of accident to any part of the hoisting machinery.
  3. Where elevator cars or cabs are supplied with safety locks, what method would you adopt to test the same to ascertain whether they are in working order and equal to the demands in case of accident?
  4. What are textile factories?
  5. What class of machinery used in manufacturing and mechanical establishments is it necessary to guard in order to prevent injury to the employees in such establishments?
  6. Describe, briefly, some of the devices for extinguishing fires in large manufacturing establishments.
  7. What are the statute limitations in regard to the hours of labor of minors and women in manufacturing establishments in this Commonwealth?
  8. What are the statute provisions in regard to the education of minors employed in the manufacturing establishments of the Commonwealth?
- 

## PHYSICAL EXAMINATION.

### SCHEDULE B.—CLASS 3.

*District Police and Police of other Cities than Boston.*

Name,	Age,
Residence,	
Weight (see table below),	
Height (see table below),	
Circumference of chest after forced expiration,	
* Circumference of chest after full inspiration,	
Is the respiratory murmur clear and distinct?	
Is there any indication of disease of the organs of respiration?	
Is the action of the heart regular?	
State the quality of the respiration,	
State the quality of the pulse,	

\* There should be a difference of two inches, at least, at forced expiration and on full inspiration.

\* Is the sight good?

\* Is the hearing good?

Has the applicant hernia, or varicose veins?

Has the applicant ever been vaccinated?

Has the applicant ever had a fracture or dislocation, or any serious injury to eyes, ears, or limbs?

Has the applicant piles or *fistula in ano*?

Has the applicant any tendency to constitutional disease, such as phthisis, rheumatism, etc.?

† Does the applicant display any evidence of having or having had syphilis?

The stature should not be below 5 ft. 8 in., nor the weight below that marked as its minimum accompaniment.‡		Minimum circumference of the chest allowed.	
Height. ft. inches.	Min. weight, lbs.	Height. ft. inches.	Chest. inches.
5    8	140	5    8	34
5    9	145	5    9	34½
5    10	150	5    10	35
5    11	155	5    11	35½
6    -	160	6    -	36
6    1	165	6    1	36½
6    2	170	6    2	37
6    3	175	6    3	37½

#### REMARKS.

[Where the person examined possesses physical qualifications of a *very superior character*, the physician will so state under this head.]

I hereby certify that I have this day examined  
and find that he is                      of a robust constitution, and, in my  
opinion, is                      physically qualified to perform the duties of  
a district policeman, or a policeman in the city of

*City Physician.*

188 .

FORM APPROVED:

ALFRED F. HOLT, *Surgeon General.*

\* In examining the sense of sight, not only shall the general condition of the organs be ascertained, but weight shall be given to quickness and accuracy in discriminating colors and distances. The hearing shall be tested also as to keenness and correctness in distinguishing degrees and kinds of sounds and the direction from which they come.

† Syphilitic taint in the applicant must always be regarded as good cause for rejection.

‡ Obesity must be regarded as good cause for rejection.

## SCHEDULE B — CLASS 3.

*Police of other Cities than Boston.**First Subject :*

1. Copying a printed statement.
2. Writing a letter stating education and any experience which will be of special use in the position applied for.

*Second Subject :*

1. Write in figures the following numbers :  
Eighteen thousand six hundred and two.  
Fifty-three thousand nine hundred and sixty-three.
2. Write in words the numbers expressed by the following figures : —  
79,426  
11,749

3. Add the following column of figures : —  
1,275  
347  
6,432  
1,141  
795  

---

4. Subtract from 237,543  
24,851  

---

5. Divide 74,094 by 6. *Give the operation in full.*
6. Multiply 937 by 73. *Give the operation in full.*
7. If a man works twenty-five days at one dollar and a quarter per day, how much money will he earn? *Give the operation in full.*

*Third Subject :*

1. Name the principal lines of communication by railway and highway between this city and the surrounding country.
2. How many wards are there in this city?
3. In what ward is the City Hall located?
4. What was the population of the city by the last census?
5. How are police officers appointed and removed in this city, and what are the different grades of officers in the force?
6. What officers of the city government are elected by the citizens at large and what by wards?
7. Where is the State Prison located?
8. Before what court are persons arrested in this city taken?
9. What disposition is made of prisoners after commitment until trial?
10. How is the sheriff of this county chosen, and for what term?

SCHEDULE B. — CLASS 3 — *Promotion.**Non-Competitive Examination.**First Subject :*

1. Writing a letter, stating experience as a member of the police force, the period of service, the different positions held, the most important cases worked up, and whether the applicant has ever been personally commended, in general or special orders, for meritorious conduct.

*Second Subject :*

1. Write in figures the following numbers : —  
Twenty-one thousand nine hundred and seventy.  
Seventy-eight thousand and six.
2. Write in words the numbers expressed by the following figures : —  
84,090  
105,306
3. Add the following column :  

\$2,850	10
3,463	75
8,219	13
1,272	18
5,516	27
<hr/>	
4. Subtract from 327,146  
119,283  

---
5. Multiply 865 by 96. *Give the operation in full.*
6. Divide 8,352 by 8. *Give the operation in full.*
7. If a man works forty-seven days at two dollars and a quarter per day, how much will he earn? *Give the operation in full.*

*Third Subject :*

1. What is a felony?
2. What is a misdemeanor?
3. What is a mittimus?
4. Make such a return as would be required on a mittimus.
5. What is a capias?
6. What is a subpoena?
7. What are the duties of a \_\_\_\_\_ of police, as prescribed by the rules and regulations, and what records is he required to keep?
8. Name some of the cases in which a police officer can legally make an arrest without a written warrant.



REPORT OF SUPERIOR OFFICERS ON CONDUCT AND EFFICIENCY OF  
APPLICANTS.\*

1. Character for veracity :
2. Habits as to use of liquor :
3. Coolness and judgment in emergencies :
4. Deportment towards citizens :
5. Language — profane or vulgar :
6. Physique and endurance :
7. Character for discipline and prompt obedience to orders :
8. Ability, energy and discretion :
9. Moral character :

REMARKS :

*Chief of Police.*

SCHEDULE B. — CLASS 4.

*Boston Police.*

*First Subject :*

1. Copying a printed statement.
2. Writing a letter, stating education, and any experience  
which will be of value in the position applied for.

*Second Subject :*

1. Write in figures the following numbers : —  
Twenty-one thousand nine hundred and seventy.  
Seventy-eight thousand and six.
2. Write in words the numbers expressed by the following  
figures : — 84,090  
105,306
3. Add the following column : — \$2,850 10  

3,463 75
8,219 13
1,272 18
5,516 27
_____
4. Subtract from 327,146  
119,283  

_____
-------
5. Multiply 865 by 96. *Give the operation in full.*
6. Divide 8,352 by 8. *Give the operation in full.*

\* Estimated and marked as a whole "A," "B" or "C."

7. If a man works forty-seven days at two dollars and a quarter per day, how much will he earn? *Give the operation in full.*

*Third Subject :*

1. (1) Name the penal and reformatory institutions in the city; (2) state their location and (3) the name of the body which manages them.
2. State the location of the City Hospital.
3. State the names of the principal bridges (other than railroad bridges) connected with the city proper.
4. Where is the principal lock-up in this city?
5. Where is the State Prison?
6. (1) Name the ferry lines to East Boston and (2) the landings.
7. How are police officers and constables appointed in this city?
8. Are the powers of police officers greater or less than those of constables?
9. (1) How is the sheriff of Suffolk County chosen, and (2) for what term?
10. (1) What officers of the city government are elected by the people at large? (2) What by districts? (3) What by wards?
11. What is a felony?
12. What is a misdemeanor?

[For physical examination blank, see Boston Fire Department and note to same.]

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SCHEDULE B.—CLASS 4—*Promotion.*

*Competitive Examination.*

*First Subject :*

1. Writing from dictation, to test capacity for putting in writing the verbal statements made by prisoners and witnesses.
2. Writing a letter stating experience as a member of the police force, the period of service, the different positions held, the most important cases worked up, and whether the applicant has ever been personally commended, in general or special orders, for meritorious conduct. This letter is designed chiefly to show ability to make reports, in writing, to superior officers; and is marked on handwriting, spelling, and clearness of statement.

*Second Subject :*

1. Write in figures the following numbers :  
 Twenty-one thousand nine hundred and seventy.  
 Seventy-eight thousand and six.
2. Write in words the numbers expressed by the following figures : — 97,456  
 129,403
3. Add the following column : — 72,693  
 42,837  
 91,416  
 32,843  
 17,514  
 2,010  
 37,525  


---
4. Subtract from 327,146  
 119,283  


---
5. Multiply 865 by 96. *Give the operation in full.*
6. Divide 8,352 by 24. *Give the operation in full.*
7. If a man works forty-seven days at two dollars and forty-five cents per day, how much will he earn? *Give the operation in full.*

*Fourth Subject :*

1. Under what circumstances is an officer justified in making a forcible entry, without a written warrant, into a house or building for the purpose of arresting a person?
2. Can a police officer act officially in any civil case?
3. What private record is a police officer required to keep?
4. What are the provisions of the city ordinance in relation to persons obstructing sidewalks?
5. What is the duty of a police officer in the case of persons found begging in the streets?
6. Name the different classes of licenses authorized to be issued for the sale of intoxicating liquors?
7. Name the principal conditions in the licenses to common victuallers to sell all kinds of liquors to be drunk on the premises.
8. What is the duty of an officer to whom a warrant is committed authorizing him to search for and seize intoxicating liquors?
9. What is the duty of an officer in charge at a station-house when a person is brought in under arrest?

10. Name the different grades of officers in the police force in the order in which they take rank.
11. What is the duty of the officer in charge when a lost or abandoned child is taken into a station-house?
12. What are the provisions of the rule in relation to the treatment of prisoners, while in the station-house, and the supply of necessary refreshments?
13. What are the rights of persons, arrested summarily or on a warrant, to be informed as to the cause of arrest?
14. What is the duty of an officer who discovers a defect in the public street?
15. State in general terms the cases in which a police officer is authorized to arrest without a warrant.
16. If a thief is arrested and convicted, and the stolen property which he has pawned is recovered, how should the property be disposed of?
17. If stolen property is found in a pawn shop, and the thief is not arrested, how can the owner recover the property?
18. What property can be taken when a gambling place is raided?
19. What should an officer do when called into a place where a murder has been committed and a number of persons are present?
20. What is the duty of an officer when he finds a person who has been injured by reason of a defect in the public street?

*Fifth Subject (Special\*) :*

1. What should first be done to restore those apparently drowned or suffocated?
2. What should be done in cases of sunstroke?
3. What should be done when bleeding cannot be stopped by pressure?
4. How can bleeding from arteries be distinguished from bleeding from veins?
5. In case of bleeding from an artery, where should the tourniquet be applied?
6. In case of bleeding from veins, where should the tourniquet be applied?
7. What should first be done in cases of poisoning?
8. What should first be done in cases of bites from mad dogs or mad persons?

\* This is an optional subject; and the answers are not taken into account in determining the general average standing.

REPORT OF SUPERIOR OFFICERS ON CONDUCT AND EFFICIENCY OF  
APPLICANTS.\*

1. Character for veracity :
2. Habits as to use of liquor :
3. Coolness and judgment in emergencies :
4. Deportment towards citizens :
5. Language (profane or vulgar) :
6. Physique and endurance :
7. Character for maintaining discipline (if the application is for promotion above the position of sergeant) :
8. Ability, energy, and discretion :
9. Has the applicant been reported for any violation of the rules and regulations? If so, state the charge made, and what action was taken upon it :

REMARKS :

(Signed)

---

*Captain.*

Respectfully forwarded to the Board of Police. I concur in the estimate of the character of the applicant, except that

---

*Supt.*

Respectfully forwarded to the Civil Service Commissioners by the Police Board.

*For Police Board.*

\* This report is estimated and marked as a whole "A," "B," or "C."

What was the cash balance at the end of the day? *Give the operation in full.*

5. If the speed of an ocean steamship is 16 miles an hour, how long will she be in making the voyage from Liverpool to New York, the distance being 2,980 miles?  
Give the answer in days, hours, and minutes. *Give the operation in full.*
6. From twenty-one hundred ninety-five and one-half subtract sixteen hundred forty-seven and three-quarters. *Give the operation in full, using common fractions.*
7. What will be the cost of sixteen packages of cloth, there being twenty-three and three-quarters yards in each package, at twelve and one-half cents a yard? *Give the operation in full, using common fractions.*
8. To three hundred ten and ninety-seven hundredths add seventy-five and three hundred forty-two thousandths, and subtract from the amount ninety-two and seven-tenths. *Give the operation in full, using decimal fractions.*
9. What will be the cost of twenty-five and one-half tons of coal at six dollars and thirty-eight cents per ton? *Give the operation in full.*

*Third Subject :*

1. State the number of wards and the number of precincts in Boston.
2. State the time of closing registration previous to an election in Boston.
3. What are the provisions of law in relation to the registration of voters in Boston outside of the central office?
4. For what length of time and in what places are voting lists required to be posted?
5. What are the provisions of law in regard to the residence of persons qualified to vote?
6. What are the provisions of law in relation to the registration of persons under twenty-one years of age?
7. What are the provisions of law in relation to adding names after voting lists are printed and posted?
8. What does the law require that the register shall contain in regard to the persons whose names are placed upon it?
9. How are aldermen and councilmen elected?

## SPECIAL EXAMINATION FOR GENERAL AGENT OF OVERSEERS OF POOR.

---

*First Subject :*

1. Copying a printed statement.
2. Statement in writing of any practical experience in the duties of the office or of any similar office.

*Third Subject :*

1. Write in figures the following numbers :  
     Thirteen million five hundred sixty-two thousand and three.  
     Fifty-five million two thousand one hundred and ten.
2. Write in words the numbers expressed by the following figures : —  
   87,569,201 $\frac{2}{3}$   
   4,285,344.65
3. Add the following column of figures : — 76,391,426

423,602
7,396,420
21,964,357
13,201,706
2,542,372
35,605,943
5,972,237
1,141,707
4,327,262
123,400
27,741
9,632,247

---

4. At the commencement of business the cash balance of a certain bank was \$50,296.73.

During the day the receipts were as follows : gold, \$3,547 ; silver certificates, \$5,725 ; national bank bills, \$2,916 ; silver dollars, 1,295 ; checks on other banks, \$5,263.96 ; small coins, \$295.18.

The amount of cash paid out was \$25,643.82.



What was the cash balance at the end of the day? *Give the operation in full.*

5. If the speed of an ocean steamship is 16 miles an hour, how long will she be in making the voyage from Liverpool to New York, the distance being 2,980 miles?

Give the answer in days, hours and minutes. *Give the operation in full.*

*Fourth Subject :*

2. State the boundaries of this city.
2. How many wards are there in this city?
3. What was the population of the city by the last census?
4. Where is the State Almshouse located?
5. To what institution is a State pauper sent; and how is admission thereto obtained?
6. What is meant by "legal settlement" in the pauper laws of the Commonwealth?
7. What is required by the Public Statutes to enable a person to acquire a "legal settlement" in the Commonwealth?
8. When a pauper, having a legal settlement in another city, is found helpless and in need of immediate relief in this city, what should be done with him? At whose expense is this to be done?
9. What kindred or relatives of a pauper can be obliged to support him?
10. What control have the overseers of the poor over children suffering from extreme neglect of drunken parents?
11. What is meant by "out of door" relief?
12. Where and how are paupers in this city supported?

## SPECIAL INSTRUCTIONS TO EXAMINERS.

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The gentlemen designated as members of a Board of Civil Service Examiners will meet, as soon as practicable, and organize the Board, choosing a chairman and a secretary.

On receiving notice of such organization, the Commissioners will forward to the secretary of the Board the application blanks, copies of the rules and regulations, and such other books, documents and papers as may be thought needful.

The Commissioners will also send notices for insertion in local newspapers (as a matter of news), informing all who may be interested that application papers can be obtained of the secretary of the Board.

Each person receiving an application blank should be furnished also with a copy of the rules and regulations.

When an application paper is presented by an applicant in person, the secretary should examine it at the time, if he can do so conveniently, and, if it is properly filled out, he should note upon the back, in ink, the date and hour when received. If it is not properly filled out, the attention of the applicant should be called to the fact and he should be advised to have the application paper corrected.

If an incomplete application paper is received by mail, it should be returned to the applicant, accompanied by a notice on form 3.

At each meeting of the Board the applications which have been received since the previous meeting should be carefully examined by the members, or a majority of them, and, if found satisfactory, should be numbered serially in the order in which they were received. They should then be entered in the record book, prepared for the purpose, in the order of their numbers.

The Board will reject any application which shows that the applicant is not, by reason of age, lack of citizenship, proper period of residence, etc., entitled by the law, rules or regulations,

to an examination; and it must be returned to him with a brief statement of the reasons for such action. Blank form (No. 4) will be furnished for this purpose.

All application papers will be received, if in proper form. Should any be received for positions in the service of the Commonwealth, or another city, they must be forwarded to the Commissioners.

When, in the opinion of a majority of the Board, the three certificates as to character are not considered sufficient, by reason of the signers thereof not being reputable persons, the application paper shall be returned to the applicant, who shall be requested (on form No. 4) to furnish additional certificates.

When, in the opinion of the Board, enough applicants have been registered to form a sufficient class, or when, for any other reason, it is thought desirable to hold an examination, the secretary will notify the Civil Service Commissioners, and suggest a convenient time for such examination.

On receipt of authority from the Commissioners the secretary of the Board will send notice of such examination, on form No. 5, to each applicant.

Attention is called to Rule XIV, which gives precedence in notification, under certain circumstances, to those who served in the army or navy in time of war.

Applicants for positions in the service of the Commonwealth, whose residences may be in or near the city where such examination is to be held, will be notified by the Commissioners, or the State Board of Examiners, to present themselves for examination before the Board of that city. The examination papers of such applicants will not, however, be marked by that Board, but must be forwarded to the Civil Service Commissioners, at Boston, immediately after the close of the examination.

Examination blanks will be sent to the Board the day before an examination is to take place; but they are not to be opened until the Board meets in the examination room on the morning of the examination day, and great care should be taken that they be kept in a secure place until that time.

The room in which an examination is to be held should be properly ventilated and warmed, if necessary, and furnished with enough desks or tables, and chairs, to accommodate all the applicants, so that each one may have sufficient room in which to do his work.

Each desk or table should be supplied with a sufficient quantity of stationery, so that each applicant can have a penholder,

two pens, ink, a pencil, a half sheet of foolscap paper and a small piece of blotting paper.

It is desirable that these preliminaries be attended to the night preceding the examination.

In assigning seats care should be taken to divide the applicants into classes, corresponding to the branches of service they seek to enter.

When all are seated, one of the Board will take from each applicant the notice he has received to attend the examination. No person who fails to produce such a notice can be allowed to take part in the examination.

The package of examination papers will then be opened, and each applicant will be given a declaration paper, upon which are printed questions concerning his name, age, former occupation, service in the army or navy in time of war, etc. These are to be answered in writing, and the writer will sign his name at the bottom of the sheet. This is the only time during the examination when the applicant will be called upon to affix his signature to a paper. After thus completing the declaration paper, he will fold and enclose it in the numbered envelope which will be given him, and then seal the envelope.

The number on the envelope will be his examination number, and he must write it upon each succeeding paper in the blank space left for that purpose.

After the envelopes have been collected, it will be well to inform the applicants that they are to be examined in certain subjects, and state the order in which the subjects will be given out.

The envelopes are not to be opened until after all the examination papers have been marked and graded.

In examinations where one of the exercises consists of writing from dictation, all the applicants will work at the same time. In succeeding exercises they may consult their own convenience as to rapidity, and any one may be furnished with a new set of questions as soon as he has completed, or gone as far as he can, with the preceding set, and has delivered it to one of the Board.

As a rule there will be no general recess during the examination hours; but any applicant may be allowed to leave the room at any time when he has finished one set of questions and delivered the paper to one of the Board. No succeeding set of questions shall be given him, however, until his return.

It is advisable that the full Board of Civil Service Examiners be present at each examination; but a majority of the Board may conduct an examination in case of the disability or necessary absence of the other members.

At all times when an examination is in progress one of the Board must be present.

Order and decorum should be preserved in the examination room; and visitors can be admitted only by invitation of one of the Board. No visitor shall be allowed to inspect the questions or answers, or procure for publication anything relating to them or the work of any applicant.

To obtain the best possible results, applicants, whose natural nervousness is increased during examination, should be made to feel as much at ease as possible. To do this will require great discretion on the part of members of the Board; and nothing will defeat this object so quickly as the knowledge, on the part of applicants, that they are observed, or that their work is being scrutinized, by those not officially in charge.

Applicants should be cautioned not to use any books of reference or memoranda for the purpose of assisting their memories. Any one detected in doing so will be dismissed from the examination room. The same penalty will be enforced if one applicant attempts to assist another, by conversation or otherwise, in answering the questions given him.

Members of the Board should give the applicants general explanations only, and these should be limited to methods of procedure.

After an examination all the papers should be taken charge of by the secretary of the Board.

Members of local boards are cautioned against furnishing information to any person in relation to the examinations except in the general way prescribed in Rule XVI.

All unused examination papers are to be returned to the Commissioners the day after the examination.

As soon after the examination as practicable, the Board will meet for the purpose of estimating and marking the results.

As soon as practicable after completing the marking and grading of the papers, the secretary of the Board will send a certificate (on form No. 7 or 8, as the case may be) to each person who was examined, stating the grade which he attained as shown by the marking, and whether or not he is entitled to be recorded on the eligible list.

In the General Regulations adopted by the Commissioners, sections 19 to 26 inclusive, will be found information as to marking and grading, and the enrolment in the proper register of the names of those found eligible for appointment.

The Chief Examiner, or one of the Commissioners, will be present at the examinations whenever it is practicable to do so.

More specific rules for marking the examination papers will be issued hereafter.

Necessary expenses incurred by members of a Board for stationery, postage and actual travel, will be allowed by the Commissioners.

Whenever it appears to the Board of Examiners that the position to be filled requires special qualifications, and that the regular course of examination for that branch of the service would not meet the case, they will notify the Commissioners of the facts, and ask for instructions as to the special course to be pursued. Where the advice or assistance of experts is necessary, the Board will so inform the Commissioners, and suggest the names of suitable persons who would be willing to aid them.

HENRY SHERWIN,  
*Chief Examiner.*

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THIRD ANNUAL REPORT

OF THE

CIVIL SERVICE COMMISSIONERS

OF

MASSACHUSETTS.

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JANUARY 10, 1887.

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# Commonwealth of Massachusetts.

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OFFICE OF CIVIL SERVICE COMMISSION,  
5 PEMBERTON SQUARE, BOSTON, Jan. 10, 1887.

*To the Honorable the Senate and House of Representatives in General Court assembled.*

Pursuant to section 2 of chapter 320 of the Acts of 1884, the Civil Service Commissioners have the honor to submit their third annual report. The year covered by it extends from Dec. 1, 1885, to Dec. 1, 1886. During the year, upon the expiration of his term, James M. Bugbee, who for two years had been the Chairman of the Commissioners, declined reappointment, and Francis A. Osborn of Boston was appointed in his place. The Commissioners reorganized July 12, by the election of General Osborn as Chairman.\*

On December 1 last the whole number of persons in the classified service was 5,956, classified as follows: In the clerical service of the Commonwealth and cities, 523; the police service, regular and special, 1,691; the prison and watch service, 223; the fire service, 681; draw-tenders and foremen of laborers, 145; and in the labor service of Boston, 2,693. The annual compensation of those in the classified service amounts to about \$4,375,000. The cost of the ad-

JULY 12, 1886.

\*The following vote was passed:—

The Civil Service Commissioners take the occasion of their reorganization to place upon the records an expression of their appreciation of the labors of the retiring Chairman, Mr. James M. Bugbee, who, at much personal sacrifice, has for two years devoted himself to the organization of the system established by the Civil Service Act of 1884, and to whose executive ability, experience and impartiality is so largely due the successful administration of the law.

ministration of the Civil Service Act is less than one-quarter of one per cent. of the annual compensation of the public servants classified under the law.

In the first division (the clerical, police, prison and fire service, and draw-tenders and foremen) there have been 136 examinations held, of which 87 were competitive and 49 were non-competitive; 26 examinations were for the service of the Commonwealth, 48 for the city of Boston, and 62 for the other cities. The whole number of persons examined was 1,035, of whom 1,016 had received only a common-school education or its equivalent, and 19 were graduates of some college. The number of persons who passed the examinations was 791, or 76 per cent. The number appointed to office was 355, or 42 per cent. of those who passed. The average age of all examined was about 33½ years. Of those examined, 926 were men and 109 were women. Of those appointed to office, 338 were men and 17 were women.

In the second division (the labor service of Boston) the number registered was 983; the number of laborers certified for the different departments of city work was 866; the number employed was 404.

A statement in more detail of the examinations in the first division, the number examined, passed, certified and employed will be found in the report of the Chief Examiner and Secretary, published in the Appendix. The report of Mr. Johnson, the labor registration clerk, is also annexed.

The examinations have been conducted, and the certifications and appointments made, in strict conformity with the Civil Service Act and Rules. Of all those examined, and of those certified in both divisions of the service, no one during the year has made any complaint on the ground that any injustice had been done him, and but one person has appealed to the Commissioners for a review of his marking. Within the few limitations fixed by the Rules every citizen, male or female, has been allowed to file his application paper and take examination. All examination papers have been marked by the examining boards fairly and impartially, and with every possible precaution that the name of the person ex-

amined should not be known to the examiner. No person has been required or allowed to reveal his political or religious belief, or pass any other examination than such as would show, by the application of practical tests, his moral, physical and mental qualifications for the office he sought. The certification for appointment has been strictly confined to the three highest in grade upon the eligible list, unless good reason was given under the rules for the certification of additional names. In cases where more than one vacancy was to be filled, a proportionate increase only in the number was certified, as explained in the report of last year.

The appointing officers of the Commonwealth and cities, having become familiar with the system established by the Civil Service Act, have generally recognized its utility and the relief it affords them from personal importunity for office. The efficiency of this system of appointment must largely depend upon the support and co-operation of the appointing officers. That support and co-operation have generally been given to the work of the Commissioners, and enable them to report that the Civil Service law and rules are now in successful enforcement as an established part of the administration of the government of Massachusetts. The public service has been benefited, by securing the employment of persons of tested and proved fitness; by taking partisanship and personal favoritism out of our public business offices; by relieving the superior and appointing officers of the pressure of solicitation for office; and by giving incumbents of office a more secure tenure.

#### THE LABOR SERVICE.

The labor service classified by the rules includes Boston only. The system established by the rules and regulations in 1885 has been followed during the past year without material change, and with good results. A detailed and complete designation of the departments and classes of laborers under the rules was made and published in February, under which all the departments of the city employing day laborers were included. Thirty-seven classes of day laborers can now register in this office, and be certified upon

call for employment. These classes include almost every branch of skilled and unskilled manual work required by the city.

Early in the year it became necessary to revise the list of eligible laborers. Notice was sent to all persons then on the register and, if they desired to remain upon the list and gave satisfactory proof of their continued good character and competency, their names were placed upon the new register. Men who had been certified from the list and employed were in all cases allowed, upon completion of their work and a certificate from the department that their work was satisfactory, to retain their places upon the list. This practice of keeping on the eligible list the registered laborers, so long as they continued competent, furnished a permanent body of skilled and unskilled laborers upon which the departments could rely. There was no disturbance of the labor market by opening the list to general registration, and the persons registered were assured of certification for employment as frequently as the departments made requisitions. In this way the intention of the Commissioners to obtain a class of trustworthy men to constitute the laborers in the service of the city can best be accomplished. Of the names upon the former list 630 were placed upon the new register. In addition, as registration for labor is open at all times to honorably discharged soldiers and sailors, a number of veterans applied for registration, and 180 other names, mostly of persons actually at work for the city when the list was made, were added to the list, making the entire list of applications for labor service 1,045. Of these, 62 were not registered, either because upon investigation they were found not to be of good character, or to have given a false address. Of the persons registered, two only have been suspended upon charges of bad character and improper conduct. Of the two, one, upon satisfactory evidence, was restored to the list. Notwithstanding the varied work required by the city, the Commissioners have been able to certify laborers for every class of employment, except, in some instances, skilled gardeners and sewer masons. The demand for these, especially in the spring, generally exceeds the supply, and there is some difficulty in getting them to register for public

employment. For this reason it has been necessary to keep registration open for a few classes of skilled laborers during the year.

Under the regulations double the number of names called for are certified upon the requisition of a department. In some cases requisition was made, and after certification the department selected a less number than that called for; in this way obtaining more persons from which to make selection than it was entitled to have. To prevent this the Commissioners provided by regulation that whenever an officer who shall have made a requisition for a certain number of laborers shall employ a smaller number, he shall not make the selection from the whole list certified to him, but only from the number of names standing first upon the list double the number he shall actually employ. In some cases, however, the department has employed more than one-half of the persons certified.

Under an additional rule which went into operation last October, no person can be employed as a public laborer in Boston, unless a citizen and resident of the city, except in special cases where skilled laborers are needed. The justice of this rule is obvious. No age limit has been fixed in the labor service, although in some requisitions for laborers the department has called for men under a certain age. In these cases, the request has been complied with, and the younger men certified. Under the rules allowing veterans to register, although the list is closed to all others, the older men get upon the list to the exclusion of the younger. As a result, complaint is sometimes made from the departments that some of the men certified are too old for the class of work required. It may become necessary to fix an age limit for the more onerous kinds of city labor, and leave to the older men the lighter work. The Commissioners have been requested to extend the labor system to some of the other cities, and in the near future it may be possible to do so. The only difficulty at present is the expense, which need not be large.

## EXAMINATIONS.

The Civil Service Act requires all examinations to be practical in their character, and so far as may be to relate to those matters which will fairly test the relative capacity and fitness of the persons examined, to discharge the duties of the service into which they seek to be appointed. (Sect. 16.) The examination must be the crucial test of the success of the present system of appointment to the Civil Service. If it does not prove the comparative fitness of applicants for office, it is a failure. Great care has therefore been taken to limit the questions put to applicants to those subjects which prove competency for the particular position sought. In the general examinations for the clerical service it has been deemed best to omit all questions in history, geography and book-keeping, and this has been done under an amendment of the rules. Although it may be presumed that history and geography are subjects which very fairly test a person's general knowledge, it cannot be said that knowledge of them is actually necessary in a public clerkship. It was also somewhat difficult to frame questions which would test general knowledge without giving an advantage to recent graduates of the schools. Book-keeping was omitted from the general examinations because the method of keeping books and accounts differs in the various departments of the Commonwealth and cities, and a more reliable examination upon the subject can be made in each case where the services of a book-keeper are required. All applicants for clerical service state in the application paper whether they claim knowledge of book-keeping, stenography, use of a typewriter, or foreign languages; and when a requisition for names states the necessity for any of these qualifications, the persons highest on the general list, claiming such qualifications, are notified to appear and undergo examination upon the required subject. Names are then certified in accordance with the result of such examinations. The general examination for the clerical service is confined to writing from dictation, spelling, copying the rough draft of a report, arithmetic, including interest and discount, and a letter stating experience. In the examinations for the prison, police and



fire service, much simpler tests of knowledge are applied, the greater weight being given to experience. In all examinations for promotion the greatest weight is given to the actual work in office, of the person examined, and his knowledge of the duties. A set of the examination papers used during the year is printed in the Appendix.

The effect upon our public-school system of requiring competitive examination to test fitness for public employment has been pointed out in the reports of the National and New York Commissioners. Mr. Sherwin, the chief examiner of this Commission, in support of these views, reports: "It may be said truthfully that, in their way, Civil Service examinations form a part of a general educational system.

"The demands made upon applicants vary in accordance with the positions for which they are examined; but a first examination has shown many of them their various deficiencies, and they have been stimulated to bring their education up to the required standard.

"In many cases this has been done with the help of friends, but more frequently by attendance at the evening schools which are maintained in many of the cities of the Commonwealth.

"It would be difficult to overestimate the value of these schools to those who earnestly wish to obtain an education, whether they wish it to enable them to enter the public service, or to fit them for other vocations in life."

#### SPECIAL EXAMINATIONS.

There have been held eight special competitive examinations for original appointments, as follows: —

One, of applicants for the position of assistant to the chief clerk of the Board of Police, where the special qualification required was expert penmanship.

Two, of applicants for the position of agent to the Board of Overseers of the Poor of Boston, where a knowledge of the laws relating to the care of the poor was required as a special qualification.

One, of applicants for the position of clerk, and another of applicants for the position of inspector to the Board of

Health of Lynn, there being no eligible list from which to certify persons for those positions.

One, of applicants for the position of agent, and another of applicants for the position of clerk and inspector to the Board of Health of Springfield. In each case no eligible list had been established.

One, of applicants for the position of agent to the Board of Health of Waltham, where there was no eligible list from which to certify.

Twenty-nine non-competitive examinations for original appointments have been held, as follows : —

Two, of male stenographers for appointment in the Bureau of Statistics of Labor, there being no male stenographer on the eligible list.

Two, of applicants for the position of agent to the Commissioners of State Aid, where a knowledge of the laws relative to the care of the poor was required as a special qualification.

One, for clerk in the office of the Secretary of the Commonwealth, where special experience in certain work in the office was deemed necessary.

Three examinations for clerkships in the following institutions : State Primary School, State Workhouse, Worcester Lunatic Hospital. In each case there was no person on the eligible list willing to accept the position at the salary paid.

One, of an applicant for the position of clerk and messenger in the department of the State Board of Lunacy and Charity. In this case a knowledge of the Swedish language was required.

One, of a male clerk for appointment in the office of the Bureau of Statistics of Labor, the applicant possessing a special knowledge of the work for which he was wanted.

One, of a male clerk in the Bureau of Statistics of Labor, there being no person on the eligible list willing to accept the position at the salary paid.

One, of clerk and designer in the Common and Squares Department of Boston, where a knowledge of drafting plans and designs for flower beds was required.

Ten, of applicants for prison service. In each case there

was no suitable person on the eligible list willing to accept the position at the salary paid.

Five, of applicants for position in the call force in the outlying companies of the Boston Fire Department. In each case no person was found on the eligible list who was willing to take the position when the vacancy occurred.

One, for the position of clerk of the Spicket River Commission of Lawrence, to temporary service.

One, for the police service in Lawrence, he having been appointed before an eligible list was made.

It must be understood that special examinations are in all cases exceptional. The competitive examination is the system established by law, and those who pass it and are placed upon the eligible list have a vested legal right to certification for appointment which cannot be disregarded. Although request is frequently made to the Commissioners for special or non-competitive examinations, they have been refused, unless the office required peculiar knowledge and qualifications which could not be tested by any general examination, or unless there was no one on the eligible list qualified for or willing to take the position. In those cases the rules allow the Commissioners, in their discretion, to order a special examination.

#### PHYSICAL QUALIFICATIONS.

In many positions in the classified service, physical qualifications are a prime necessity. This is especially the case in the police and fire service. The Commissioners have required every applicant who passes the examination to produce a certificate from the city physician, of perfectly sound condition. The form of certificate is published in the Appendix. The Commissioners are considering the advisability of requiring in the police service of Boston, in addition to the physician's certificate, a competitive examination into such of the necessary physical qualifications as can be tested by an expert. The muscular development of the body, the speed and steadiness, and similar qualifications, can be tested by appliances in use in many of our gymnasiums.

In New York City the applicant for examination for posi-

tion as policeman, fireman or park policeman, whose character has been found to be good, and who has been examined by the proper surgeons and found to be sound physically, is sent to a gymnasium, where the physical tests are applied.

These embrace tests of the hand grip, of the muscles of the chest, back, abdomen, legs and arms, exercise with dumb-bells and running a quarter of a mile.

If the applicant obtains sixty per cent. or more in this part of the examination he is allowed to present himself to the examining board for examination as to his educational qualifications; if he fails in the physical tests he can go no further.

This system has been very successful; and if a similar one is adopted here it will enable the Commissioners to furnish men for the police force who are well fitted to cope with the thief who is fleet of foot or the ruffian who resists arrest.

Similar tests tending to show endurance and agility can be applied to those wishing to enter the fire force.

#### MORAL QUALIFICATIONS.

No person shall be entitled to public employment unless he is temperate in his habits and of good moral character. Competitive examination upon moral character is unnecessary, because the requirement is absolute. No person is certified for appointment who does not appear to be of good character. The Civil Service Act provides certain disqualifications, — as conviction, within a year, of crime, vending intoxicating liquor, or using it to excess; and these requirements of the law are broadly construed and rigidly enforced by the Commissioners. In order to ascertain the character of the applicant for examination, he is obliged to state under oath whether he comes within any disqualification provided by the statute, and to support his application by the certificates of not less than three nor more than five reputable persons, that his character is good. This has proved sufficient test of character, as a rule, although in the police service, in a few cases, persons of intemperate habits have passed the examinations and gotten upon the eligible list. To prevent this in the future the Commissioners state in the form of application paper and

certificates, that persons signing the certificate may be called upon for further information concerning their knowledge of the applicant, and that the certificates as to character may be published at the discretion of the Commissioners. It is well known that, from carelessness or good nature, persons may be induced to give certificates of good character upon insufficient knowledge; and the best safeguard against the signing of them in cases where the character of the applicant is not known, or known to be bad, is the knowledge on the part of the certifying person that his certificate may be published. This imposes upon him the care and the responsibility which every person certifying to the fitness of another for public employment should assume. The Commissioners have also required, in examination for the prison, police and fire service, a statement from the applicant of his occupation since he became of age, and other facts tending to show his experience and past life. The answers are marked as part of his examination in experience. If it appears that the applicant has ever been convicted of crime, or within any reasonably recent period engaged in any disreputable business, he is marked down upon experience to such an extent that he has little chance of getting upon the eligible list. It is self-evident that police and fire officers, to be fit for their duties, must be temperate in their habits; and every precaution should be taken to prevent the appointment in the service of any person whose habits in this respect are in any degree open to question. The people of our cities, whose lives and property are to a great extent dependent upon the protection of these public officers, have the right to demand that no person shall secure a position upon the force unless the appointing officers are satisfied beyond a doubt that he is neither a drunkard nor a drinking man. The statute disqualifies venders of liquor and persons using it to excess. The Commissioners, in construing and enforcing these wise provisions of law, have decided that a person who has been a bartender within the last few years was, by reason of his business and the associations necessarily connected with it, within the legislative intent, and that the appointing officer was justified in refusing his name. It is difficult to define or ascertain in applicants for police service the precise line

between the moderate and excessive use of liquor. Where a man, therefore, admits the moderate use of liquor, he is marked down in experience and fitness for office. The Commissioners consider that the police and fire service require such qualifications that the public are entitled to have in it no person whose habits can at any time or to any degree expose him to temptation. This opinion of the Commissioners has been stated to applicants for office, and, as a result, most of the persons now applying for these branches of the public service are total abstainers from the use of liquor. In several cases applicants have taken a total abstinence pledge before undergoing the examination. It may be advisable for the Legislature to consider whether more stringent tests to ascertain the habits and character of persons applying for public office should be provided by law.

#### LOCAL EXAMINERS.

All examinations have been conducted by examiners appointed by the Commissioners, with the assistance of the Chief Examiner. The work requires the attendance of the examiners during the examination, and the marking of each question after its close. This work is laborious, taking much time, and involving much effort. In addition to this labor, in cities outside of Boston, the local examiners receive requisitions, and certify names from the eligible list. All the books and papers are in their hands, and they are expected to give applicants and appointing officers all information requested in regard to the rules and practice under them. They act under the supervision and instructions of the Commissioners, as Local Commissioners, dealing with all questions arising in their city. At present this service, requiring so much time and labor, is unpaid. The Commissioners have thus far been fortunate in securing the cheerful and voluntary services of gentlemen whose devotion to the work and interest in the system have done much to make the administration of the law a success. The indebtedness of the Commissioners and of the public to them cannot be exaggerated. The Commissioners fully appreciate the able and efficient service rendered, and are of opinion that, like

other official service, it should receive compensation. Many of the examiners are not connected with the public service, or connected with it without pay, or in such a way that their whole time is not needed in their official labors. The Civil Service Act authorizes the Commissioners to appoint examiners from the official service, with the consent of the head of the department; but even such persons, while engaged in conducting examinations, are not relieved from their other public duties. These duties still devolve upon them, and require their attention after office hours. The Civil Service Act of New York recognizes the right of examiners not in the official service, to compensation, and provides that each examiner shall receive five dollars a day for each day necessarily spent in the service, provided the aggregate compensation shall not exceed \$100. The mode and amount of compensation to the examiners are matters for consideration; but the Commissioners earnestly recommend that the right to compensation be recognized by the Legislature, either by an increase in the appropriation for Civil Service purposes, leaving the Commissioners to settle the amount to be paid to the examiners, or by direct provision for suitable compensation to them.

#### PROMOTION.

Promotion by competitive examinations is confined to the police force of Boston. Several examinations for promotion have been held, and promotions made in accordance with the results. In such examinations the greatest weight is given to the work of the officer upon the force, and his experience and character. To ascertain this, a blank form is sent to the immediate superior officer of each applicant, asking the character for veracity, habits as to the use of liquor, coolness and judgment in emergencies, deportment toward citizens, language (profane or vulgar), physique and endurance, character for maintaining discipline, ability, energy and discretion. The answers, together with any record of the police department in regard to the applicant, are marked and graded by the examiners by numbers, so that they do not know the name of the person examined. The result, together with the result of the examination upon the duties of the position

and other qualifications, is noted upon the eligible list. The Commissioners have sent, in cases of promotion, the whole eligible list to the appointing board. This has been done because the right to promotion depends upon many things which cannot be completely tested by competitive examination. The eligible list shows the standing of the applicants, their character as certified by their superior officers; and the appointing Board, acting upon their official responsibility, must determine what promotions will best serve the public interests. The result of the system has thus far been satisfactory. In some of the other cities, although competitive examination is not required by the rules, the Mayor has requested it, and examinations have been held with good results. In the other branches of the service a non-competitive examination only is required upon promotion. It may be expedient in the future to extend competitive examination in cases of promotion; but the Commissioners feel that if the bars of competitive examination are put up at the entrance into the service, there is little cause to fear that appointing officers will improperly exercise the right to promote.

#### CERTIFICATION.

In all cases three names, and in cases where more than one vacancy in office exists, a proportionate increase only are certified for appointment. This, subject to the soldier preference, gives a discretion and imposes a responsibility upon the appointing officer. All of the three persons named are eligible, and the appointing power is to determine, upon personal examination and inquiry, which of them is best fitted for the office. To send more than three names to the appointing officer would defeat the intention of the Civil Service Act, providing for "the filling of vacancies in office in accordance with the result of the examinations," and would be unjust to those highest upon the list. It would subject appointing officers to the exercise of political influence, or the pressure of personal solicitation, while it would tend to deter persons from entering an examination which would be competitive in name rather than in fact. The Commissioners therefore certify additional names to the appointing power only when they can do so consistently with



the interests of the service and the rights of those who stand highest upon the eligible list. But substantial and definite reasons must be given for changing the basis of certification as provided in the rules. Those who have passed the examination and have secured a position upon the eligible list have vested legal rights which must be recognized. If they, or those who have vouched for them, have been guilty of false statements in their application papers, their names are stricken from the list. If they are unsuitable for the special service required, then, as authorized by Rule XIX., Clause 2, additional names are sent to the appointing power. But it must be shown by satisfactory evidence, either that false statements have been made, or that the persons certified, by reason of character or incompetency, are not fitted for the service. To prevent officers from calling for a number of vacancies, and after receiving names for that number selecting from the whole list sent fewer than the number called for, the Commissioners provided, in August, that whenever an officer who shall have made a requisition to fill a certain number of vacancies shall appoint to office a number smaller than that of the vacancies named by him, he shall not make the selection therefor from the whole number certified to him, but only from that number of names standing highest upon the list that would have been certified to him, had the requisition stated the number of vacancies which he actually filled. In case of doubt what that number would be, he must apply to the Commissioners for information before making selection.

#### APPOINTMENTS.

Appointments in office within the classified service have been made in conformity to the rules. In a few cases appointing officers, from carelessness rather than from design, have made appointments without requisition upon the Commissioners. In these cases, upon notice, the appointment has been revoked and new appointments made under the law. In no case during the year has it been necessary to resort to criminal prosecution to enforce the law. The question arose early in the year whether, under the preference secured to honorably discharged soldiers and sailors, the

appointing officer, when three names were certified to him as eligible for appointment, of whom one was a soldier, could pass over the veteran and appoint one of the three having a lower standing than the veteran. Several of the appointing officers claimed the right to pass the veteran and appoint another person of lower standing. The Commissioners decided that this could not legally be done; that the qualifications of the veteran having been found by the examination under the rules to be superior to those of the other persons certified with him, with a lower standing on the eligible list, the veteran must be given the appointment. The question has arisen in several cities, and the Commissioners, under the advice of the Attorney General, made a test case to settle the question against the Mayor and Aldermen of Northampton. In that city the Mayor called for names of eligibles to fill a vacancy upon the police force. Three names were certified, the highest upon the eligible list being that of a soldier. The Mayor nominated the soldier and the Board of Aldermen refused confirmation. The next on the list, a civilian, was then nominated and confirmed. The Commissioners claimed that the action of the Board was illegal, as the soldier had a legal right to the appointment in preference to the civilian of lower standing. The Mayor and Aldermen refused to reconsider their action, and, as the record of their proceedings showed the exercise of a discretion of which they were deprived by the soldier preference, the Attorney General, upon the relation of the Commissioners, petitioned the Supreme Judicial Court for a writ of certiorari to quash the record and vacate the appointment. The case was heard before Mr. Justice W. Allen upon agreed facts, and the case reported to the full bench. Arguments before the full bench were presented at the November sitting of the court, and the question now awaits the decision of the court. The opinion of the Commissioners is supported by decisions in the New York courts upon similar provisions in the New York law.

## THE ARMY AND NAVY PREFERENCE.

The experience of another year has confirmed the opinion of the Commissioners, expressed fully in their last report, that the present statute preference given to honorably discharged soldiers and sailors secures to them every right which it would be possible to enforce in appointments to the public service. In the labor service the whole number registered was 983, of which 235, or 24 per cent., were veterans, and 748, or 76 per cent., were civilians. Of those registered, 217 veterans, or 24 per cent. of the whole number of persons registered, and 649, or 76 per cent., civilians, were certified for employment;  $69\frac{36}{100}$  per cent. of the veterans registered and  $70\frac{85}{100}$  per cent. of civilians were certified. Of those registered the percentage of veterans employed was  $36\frac{0}{100}$  and the percentage of civilians was  $42\frac{51}{100}$ . The smaller per cent. of soldiers as compared with civilians employed in the labor service is owing to the fact that calls were made in many cases for men under forty-five years of age for work requiring the stronger and younger men. One hundred and seventy men were employed under these requisitions, which, made in good faith and from the necessity of the service, limited the age of the persons to be employed and necessarily excluded most of the veteran soldiers and sailors. In other branches of the city work where the labor is lighter or where no limit of age was fixed in the requisition, the per cent. of soldiers employed was much greater. It necessarily would be so. Veterans are allowed to register as laborers at any time, although the list during the year has been closed to all others, with the exception of certain branches of skilled labor. The additions to the list of common laborers came entirely, therefore, from the veteran soldiers and sailors; and with the preference given to them by the rules, not only in registration, but in certifications for employment, their chances of getting city work are much greater than are those of civilians.

In the first division (the clerical, prison, fire, police service, draw-tenders and foremen) the whole number of veterans examined during the year was 110, of whom 89, or 81 per cent., passed the examinations and had their names

placed upon the eligible list. Names were certified from the list as called for by appointing officers, the names of the veterans certified being in all cases marked to indicate the right to the soldier preference in appointment. Forty veterans, or about 45 per cent. of those who passed, were appointed to office during the year in this division of the service. Some of these had been examined during the previous year. The experience of the year, like that of last year, again shows that a greater percentage of veterans passed the examinations, and more than hold their own in competition with civilians. The Commissioners are enabled by the facts to repeat the statement in their report of last year, that "the veterans have triumphed by being able to show that they possess qualifications equal to or higher than their competitors. It has been a triumph in a fair field, with no favor, except that of preference, in case of equality." It must be remembered that very few veterans at the present day can be under forty years of age, while the average age must be over fifty. In many branches of the official and labor service, appointing officers prefer younger men. It has, therefore, required much effort on the part of the Commissioners during the year to compel some appointing officers to recognize the veteran's right to preference. Several cases have arisen of attempts to pass over the veteran and to take the younger man. The general desire of appointing officers to take the younger men into the service convinces the Commissioners that any exemption of veterans from the Civil Service Rules would have utterly failed to accomplish its avowed purpose of increasing their chances of public employment. Such exemption would naturally lead the veterans to believe that application for examination under the rules is unnecessary, and their names would not appear upon the eligible list. Then, when appointments to office were to be made, the appointing officers, not only to escape personal importunity and the necessity of inquiry and investigation, but for the purpose of securing the service of the younger men, would, in every probability, have applied to the Commissioners for eligible names. In that way exemption from the Civil Service Rules would have become exclusion from the public service. The principles involved in the

question of granting this exemption have been so thoroughly and ably discussed in the Legislature and elsewhere, that the Commissioners deem it needless again to refer to them. Their views were stated in their report of last year, and fully accord with those of His Excellency Governor Robinson, expressed in his veto message, published in the Appendix.

#### APPOINTMENT OF WOMEN.

The clerical service of Massachusetts and her cities is open under the Civil Service Rules to both sexes. It has long been proved that for many of the clerical positions in the public service women are at least as well qualified as men. For these positions, during the year, 109 women were examined, of whom 83 passed and 17 were appointed. In the same branch of the service 37 men were appointed. The Commissioners make no distinction between the sexes in certifying names for appointment. Unless the requisition calls for persons of one sex, names of both sexes, or either sex, according to the standing upon the eligible list, are certified. Any inequality in the number of women appointed, as compared with the number of men, arises either from the necessities of the service or the personal preference of appointing officers.

#### THE RULES.

The experience of the year has shown that the Civil Service Rules are sufficient for the efficient administration of the system. Four amendments have been prepared by the Commissioners, with the approval of the Governor and Council, and after the required publication went into effect October 1st. These amendments are reported in the Appendix. By the *first*, all persons doing police duty, either permanently or temporarily, in and for, and paid by, any city of the Commonwealth, were included within the classified service. This amendment is intended to prevent assignments or details to regular police service (except in cases of emergency) of persons who have not been examined and certified in accordance with the rules. Under the previous classification members of the *regular* police office only were included within the rules, so that it was possible for the local authorities to

detail special police officers for regular duty. In some cases these details lasted for a considerable time, the men so detailed wearing the uniform, and acting in all respects as officers regularly appointed for city service. This was unjust to the men who had passed the examinations, and were entitled to certification and appointment when any appointment was made to the police force.

The *second* amendment requires applicants for appointments in the service of a city to be citizens, and residents of the city during the year preceding their application, except where special qualifications are needed, and the appointing officer requests that the examination be open to non-residents or aliens. By this provision applicants for city service were placed on the same basis, as to residence, as were applicants for the service of the Commonwealth. The justice of requiring citizenship and residence in persons drawing pay from the public treasury and engaged in the public service is obvious, and everywhere recognized.

By the *third* amendment, Rule XVI., Clause 3, was changed to read, "No one shall be entitled to be certified for appointment in Class 2 of Schedule A (the higher clerical service), whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in each of the obligatory subjects prescribed from time to time for the examinations within the limitations mentioned in Clause 1 of this Rule." Under this change the Commissioners can prescribe from time to time, within the limitations fixed in Rule XVI., the subjects upon which applicants for the higher class clerkships shall be examined. Under the former rule, all general examinations for this branch of the service had to include, among other things, interest, discount, and the elements of book-keeping and accounts. Now it is discretionary with the Commissioners to examine upon these subjects or not. As in many of the positions within this branch of service a knowledge of these subjects is not needed, the Commissioners have considered it best to exercise a discretion within the limitation of the rule, and vary the subjects to suit the actual requirements of the service.

The *fourth* amendment reduces the term of appointment

for temporary service in cases of emergency from three months to thirty days. Experience has shown the necessity of placing further restrictions upon the introduction into the service to meet a real or assumed emergency of persons who have not had their qualifications tested by examination. No person should be permitted to serve for a longer period than thirty days in any position in the classified service unless certified in the required method. The reason for adopting the three months' term in the original rules was that no examinations had been held and no eligible list established, and unless considerable latitude had been allowed in the matter of temporary appointments the public business might have suffered from delay in filling vacancies; but the system is now so well established that any requisition can be promptly met.

#### CASES OF EMERGENCY.

There seems to have been some misunderstanding on the part of appointing officers as to what constitutes an emergency justifying a temporary appointment without examination under the rules. It has come to the notice of the Commissioners that, in some cases, appointing officers have appointed clerks for temporary service without requisition for names of eligible candidates, which is required by law. There is no reason to doubt that such appointments have been made in the honest belief upon the part of the appointing officer that his action was justified by Rule XXIX., relating to temporary service; but it appears to be the fact that no such emergency as contemplated by law existed in many of the cases in question. It is also true that such officers have overlooked the provision of the same rule that, "in every case, the officer making the appointment or furnishing the employment shall report the same to the Commissioners within five days, with the reason therefor and the time for which the temporary appointment or employment is necessary."

The only emergency which will justify a temporary appointment, without previous requisition, is one where the public business would suffer from delay in filling the position as provided in the rules. This definition necessarily ex-

cludes all cases where another employee in the same office could perform the duties of a suddenly vacated position during the brief period needed for filling a requisition; all cases where extra work has come upon an office, when a reasonable exercise of forethought would have given time to provide for it regularly by making requisition for additional help; all cases where an immediate filling of a vacancy is desirable, without being essential to the good of the service; and many other cases, the foregoing being given merely as an illustration of the principle.

While the Commissioners are disposed to be liberal in their estimate of what constitutes such an emergency as is contemplated by law, and to pay all due regard to the opinion on that point of the appointing officer in each case, they are bound to a strict discharge of their duty of supervising the administration of the Civil Service Rules; and they feel it incumbent on them, in the case of every appointment made without due requisition, when in their opinion no emergency, as defined by the rule, is shown to exist, to notify the appointing officer that the employee in question is not legally in office, and to send the same notification to the proper disbursing officer, to the end that no payment shall be made for such unauthorized service.

#### SPECIAL POLICE OFFICERS.

As before stated, special police officers in the cities, receiving public pay, have now been included within the classified service. The rule including them took effect October 1, and does not affect the status of special police officers appointed prior to that date. The limitation of the amended rule is that the officer doing police duty is *paid by the city*. This limitation excludes from the operation of the rules all the large class of specials who are paid by private individuals or corporations; but these cannot now be detailed for service paid for by the city. The rules in regard to temporary service provides sufficient authority in appointing officers to meet all legitimate emergencies, so that they can secure the immediate services of police officers in every case of sudden or unexpected need. The amended rule would apply to police service on special occasions, such as holidays,



etc., when a large number of police officers may be needed for a day or two only; but under the authority given in Clause 2 of Rule XXIX., in view of the fact that for the present it will be impracticable to supply the names of a sufficient number of eligibles for such temporary service, the Commissioners, until further notice, have authorized the appointment of persons for such temporary service, not exceeding three days, without application to the local examiners.

There is another class of cases for which special provision is made. It includes those officers who are appointed police officers on account of the positions which they hold, and to which they are appointed without an examination testing their capacity as police officers. Janitors of school buildings offer an illustration of this class. They are chosen by the school committees, and are not within the classified service; but it is often desirable that they should be clothed with authority as policemen, to enable them to properly discharge their duties. This class of officers are held to be within Clause 4 of Rule XIX., which provides that, "in case the office requires such special qualifications that the Commissioners certify that they are unable to comply with the requisition, the appointing power may appoint any person named by him who, upon a non-competitive examination, shall be duly certified by the Commissioners as qualified to discharge the duties of the position." The special qualifications here required are the fact that the person holds a position to which he has been regularly appointed without an examination testing his capacity as a police officer. The Commissioners then provide a non-competitive examination to test the qualifications of the person to discharge the ordinary police duty required in the position he holds.

Cases arising from the absence of the members of the regular force in consequence of sickness, or of their vacation, are provided for under Rule XXIX. If the necessity for the temporary appointment is immediate, and could not have been foreseen and provided for, the appointment then can be made under Clause 1 of that rule. If the necessity is not immediate, they can be provided for under Clause 2 of

the same rule. The names of persons appointed for temporary service remain upon the eligible list.

#### SUGGESTIONS OF LEGISLATION.

Section 2 of the Civil Service Act imposes upon the Commissioners the duty of suggesting from time to time to the General Court "such legislation as may seem to them to be desirable for the efficient carrying out of the principles of the act." Under this authority the Commissioners respectfully recommend:—

1. That provision be made for compensation to the examiners appointed under the law. This can be done by increasing the annual appropriation for Civil Service purposes, or by more specific legislation. The reasons for it have been stated in a previous part of this report.

2. The experience of the past year induces the Commissioners to renew the recommendation made in their last annual report (see pages 17 and 18) of a general law providing "that regular police officers in the several cities of the Commonwealth, except Boston, shall be appointed by the Mayor and Aldermen, to hold office until death, resignation or removal by the Mayor for such cause as he shall deem sufficient and shall put on record in writing." The power of removal and the responsibility for its exercise can be more safely confided entirely to the chief executive than divided between him and the Aldermen. The present law tends to prevent the discharge of incompetent officers, while the Civil Service law in connection with the tenure of office prescribed by the proposed law will afford ample protection for the deserving officer against arbitrary removal.

3. The Commissioners would also renew the recommendation which they made last year (see pages 31 and 32 of Second Annual Report), that authority be granted the several cities of the Commonwealth to appropriate money for the extension of the service in such city. If this were done, and any city should desire to avail itself of the right, it might be entirely practicable, at a very small expense, to bring the fire department and laborers of such city under Civil Service Rules. The combined expense of doing this for all the cities of the Commonwealth is, however, beyond the present

means of the Commissioners under the regular appropriation, and as the expenditures would be so entirely local, the Commissioners hesitate to recommend an appropriation by the Commonwealth for this purpose. There is an additional reason why the opportunity should be offered to the cities, in that it would not only afford the several cities a local option of how far the system should be extended in their municipal affairs, but it would invite and encourage local interest and activity in the determination of this question, and would enable these communities to test more thoroughly the value of the system by its operation on a larger scale.

4. The Commissioners also recommend that special police officers appointed for private purposes be required to give a bond for the proper discharge of their duties. This will be a protection to the city whose agent such police officer may become, and who, by his neglect or misconduct, may involve the city in liability. It will also enable the Commissioners to make a more systematic classification of the police service within Civil Service Rules.

5. The Commissioners renew the suggestion made in their first report, that, whenever possible, the salary of all public officers be fixed by law, and that the system of lump or aggregate appropriations for clerical compensation to the departments of the government, leaving the amount to be paid to each clerk wholly within the discretion of the head of the department, be abolished. The Commissioners heartily concur in the statement of the New York Commissioners in their report for 1886: —

This practice has long ago been abandoned by the federal government, and fixed salaries provided for all positions. The method is pernicious in that there is no uniformity of compensation in the different departments, and the same character and amount of service is differently compensated by different officials, and the subordinate, under such circumstances, is at the mercy or caprice of his chief in the matter of his compensation.

Another, and perhaps worse vice of this method, is that any surplus of a lump appropriation is a strong temptation to a chief of a department to reward his favorites with an increase of compensation near the close of the year, or to appoint enough additional subordinates for a time to consume the surplus; and the

experience of mankind teaches that where such opportunities are presented human nature is disposed to make the most of them.

The large sums annually appropriated in this form are referred to only to illustrate the importance of the question, and not to intimate in any way that the amounts are not necessary, or that they have not been judiciously and reasonably expended by the officials who have been intrusted with their disbursement. It is not the purpose of the Commission to call in question the conduct of any official, but only to present the question as one entitled to legislative consideration, and which concerns good administration and the more effectual accomplishment of the designs of Civil Service reform. It seems obvious that a complete change should be made in the system.

#### CONCLUSION.

It is fitting that at the close of his three years of able and successful administration of the government of the Commonwealth, the Commissioners should publicly recognize their obligations to Governor Robinson, whose more than official sympathy and support, repeatedly and courteously given, have made their labors pleasant and successful. In the first year of his administration Civil Service in Massachusetts passed with his approval from the region of a desired reform into a legally established system, and the results attained under it are, in a large measure, due to his interest in the law and careful attention to its practical enforcement. The system established by the law and rules has also received the support of the appointing officers in the Commonwealth and cities, who appreciate its benefits to the public service and its relief to them. The Commissioners acknowledge their indebtedness for this co-operation, which is so necessary to its successful enforcement. The system is now firmly established and understood, and can be extended with little additional expense to other branches of the public service, as necessity or expediency may require. The Commissioners ask for it the continued confidence of the Legislature and the people.

FRANCIS A. OSBORN,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,

*Civil Service Commissioners.*

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## APPENDIX.

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# APPENDIX.

## EXAMINATIONS AND APPOINTMENTS.

From Dec. 1, 1885, to Dec. 1, 1886, there were held in Boston for the State and city services 74 examinations, as follows : —

### COMPETITIVE EXAMINATIONS.

For State clerical service, . . . . .	4
Boston " " . . . . .	5
State Prison " . . . . .	6
Boston " " . . . . .	5
Boston fire " . . . . .	4
Boston fire promotion, . . . . .	1
Boston police service, . . . . .	6
Boston draw-tenders and assistant draw tenders, . . . . .	2
Boston foremen and sub-foremen, . . . . .	2
	— 35

### NON-COMPETITIVE EXAMINATIONS.

For State clerical service, . . . . .	12
State clerical promotion, . . . . .	4
Boston clerical service, . . . . .	1
Boston clerical promotion, . . . . .	7
Boston prison service, . . . . .	10
Boston fire " . . . . .	5
	— 39

There have been 62 examinations for original appointments and promotions in the clerical and police services of other cities than Boston, as follows : —

Brockton, . . . . . 1	Lawrence, . . . . . 8	Northampton, . . . . . 1
Cambridge, . . . . . 2	Lowell, . . . . . 4	Salem, . . . . . 2
Chelsea, . . . . . 3	Lynn, . . . . . 8	Springfield, . . . . . 6
Fall River, . . . . . 3	Malden, . . . . . 2	Taunton, . . . . . 1
Fitchburg, . . . . . 4	New Bedford, . . . . . 3	Waltham, . . . . . 3
Haverhill, . . . . . 1	Newburyport, . . . . . 1	Worcester, . . . . . 7
Holyoke, . . . . . 1	Newton, . . . . . 1	
		— 62

The whole number of persons examined for original appointments and promotions in the first division is as follows : —

For clerical service, . . . . .	283
clerical promotion, . . . . .	13
prison service, . . . . .	120
fire service, . . . . .	100
fire promotion, . . . . .	3
police service, . . . . .	480
police promotion, . . . . .	6
draw-tenders and assistant draw-tenders, . . . . .	16
foremen and sub-foremen, . . . . .	14
	— 1,035

The whole number passed is as follows : —

For clerical service, 210, or 74.16 per cent. of those examined
For clerical promotion, 11, or 84.61 per cent. of those examined.
For prison service, 99, or 82.5 per cent. of those examined.
For fire service, 74, or 74 per cent. of those examined.
For fire promotion, 3, or 100 per cent. of those examined.
For police service, 370, or 77.07 per cent. of those examined.
For police promotion, 6, or 100 per cent. of those examined.
For draw-tenders and assistant draw-tenders, 7, or 43.75 per cent. of those examined.
For foremen and sub-foremen, 11, or 78.57 per cent. of those examined

The whole number appointed is as follows : —

In the clerical service, . . . . .	55
By promotion in the clerical service, . . . . .	11
In the prison service, . . . . .	42
In the fire service, . . . . .	73
By promotion in the fire service, . . . . .	1
In the police service, . . . . .	158
By promotion in the police service, . . . . .	13
Draw-tenders' service, . . . . .	2
	— 355

The average age of persons who passed the various examinations is about 33 years, those who failed about 34 years.

Following are the figures on which this statement is based : —



	NUMBER OF EXAMINATIONS.			NUMBER EXAMINED.			NUMBER PASSED.			NUMBER APPOINTED.			AVERAGE AGE OF THOSE PASSED.			AVERAGE AGE OF THOSE FAILED.			EDUCATION OF THOSE PASSED.	
	General Competitive.	Special Competitive.	Non-Competitive.	Male Civil.	Veterans.	Females.	Male Civil.	Veterans.	Females.	Male Civil.	Veterans.	Females.	Male Civil.	Veterans.	Females.	Male Civil.	Veterans.	Females.	Common School.	College.
State Clerical Service, . . . . .	3	1	12	51	4	53	42	4	39	12	5	10	27.58	44.25	25.50	24.71	51.50	26.21	82	3
State Clerical Promotion, . . . . .	3	2	4	44	1	32	27	1	20	4	1	4	28.37	30.	36.75	34.19	49.	22.41	44	4
Boston Clerical Service, . . . . .	3	2	1	6	1	8	4	1	1	4	1	1	26.75	30.	33.	26.	49.	22.41	44	4
Boston Clerical Promotion, . . . . .	13	5	1	69	11	18	54	5	18	21	1	1	32.57	42.16	23.27	42.50	50.	—	65	5
Other Cities — Clerical Service, . . . . .	6	2	2	1	1	1	1	1	1	1	1	1	30.	—	28.	28.	47.	—	2	12
Other Cities — Clerical Promotion, . . . . .	6	1	1	41	20	—	34	13	—	12	5	—	36.64	48.61	—	38.	43.	—	52	—
State Prison Service, . . . . .	5	1	10	47	12	—	36	11	—	73	5	—	29.82	42.45	—	34.25	43.	—	74	—
Boston Prison Service, . . . . .	5	1	5	99	1	—	73	1	—	73	1	—	26.63	33.	—	27.08	—	—	3	—
Boston Fire Service, . . . . .	6	1	1	3	—	—	3	—	—	41	1	—	33.33	—	—	25.90	—	—	140	—
Boston Fire Promotion, . . . . .	6	1	1	180	—	—	140	—	—	41	1	—	25.75	—	—	25.90	—	—	—	—
Boston Police Service, . . . . .	34	1	1	252	48	—	190	40	—	104	16	3	30.21	43.	—	31.74	42.33	—	230	—
Boston Police Promotion, . . . . .	34	1	1	252	48	—	190	40	—	104	16	3	30.21	43.	—	31.74	42.33	—	230	—
Other Cities — Police Service, . . . . .	2	1	6	9	4	—	4	3	—	2	4	—	37.50	44.	—	30.04	45.22	—	7	—
Other Cities — Police Promotion, . . . . .	2	1	1	9	—	—	4	—	—	2	—	—	24.25	49.	—	53.	—	—	11	—
Draw-tenders and Asst. Draw-tenders, . . . . .	2	1	1	12	2	—	9	2	—	1	—	—	42.22	47.	—	32.4	46.4	—	—	—
Foremen and Sub-foremen, . . . . .	78	9	49	816	110	109	619	80	83	208	40	17	30.4	43.4	28.4	32.4	46.4	24.4	772	19
	136			1,035			791			355			33.4			34.				

Of the 791 persons who passed the examinations, only 19 were college educated.

Of the 205 original male appointments in those branches of the service where veterans of the war are not debarred on account of age, 33, or a little over 16 per cent., are of veterans.

The whole number of veterans who passed examinations for original appointment is 85; the whole number of original appointments of veterans is 33, or at the rate of 38.82 per cent. of those who passed.

The whole number of veterans examined for original appointments and promotions is 110; the whole number passed is 89, or 80.90 per cent. of those examined. There have been 40 original appointments and promotions of veterans, or at the rate of about 45 per cent. of those who passed.

Respectfully submitted,

WARREN P. DUDLEY,

*Secretary.*

HENRY SHERWIN,

*Chief Examiner.*

## LABOR SERVICE IN BOSTON.

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In the month of December, 1885, prior to the revision of the register of applicants for city work and the formation of an eligible list for the labor service of the city of Boston during the season of 1886, four requisitions were received calling for 72 laborers for temporary service. In responding to these requisitions, 143 persons were certified from the eligible list of the year 1885, and the returns show that of the men certified, 84 were employed.

The tabulated statements which accompany this report show, in detail, a complete record of requisitions, certifications, etc., for the year ending Nov. 30, 1886, including those mentioned as having been made from a former list.

Number of names transferred from the register of 1885,	630	
Whole number of statements taken,	415	
Number of names certified from the register of 1885,	143	
Total,		1,188
Number of applications not registered (for various causes),	57	
Number of applications withdrawn,	5	62
Whole number of persons available for certification,		1,126
Number of names certified to several departments,		1,009
“ “ persons certified once,	688 = 688	
“ “ “ “ twice,	125 = 250	
“ “ “ “ three times,	21 = 63	
“ “ “ “ four “	2 = 8	
Whole number of persons certified,	836	
“ “ “ certifications,	1,009	
Number employed of those certified,		488

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The figures upon which this report is based are taken from the register of applicants for city work during the year 1886, as revised at the beginning of the year.

Number of names transferred from the register of 1885,	630	
Whole number of statements taken,	415	
Whole number of applications received,		1,045
Number of applications not registered (for various causes),	57	
Number of applications withdrawn,	5	
		62
Whole number of persons registered,		983
Number registered with credit as veterans,	235	
“ “ without credit as veterans,	748	
		983
Percentage of those registered having credit as veterans,	23 $\frac{91}{100}$	
“ “ “ “ not having credit as veterans,	76 $\frac{9}{100}$	
Number of names certified to several departments,		866
Number of persons certified once,	545 = 545	
“ “ “ “ twice,	125 = 250	
“ “ “ “ three times,	21 = 63	
“ “ “ “ four “	2 = 8	
Whole number of persons certified,	693	
“ “ “ certifications,		866
Number of registered veterans certified,	163	
“ “ “ “ not certified,	72	235
Number of persons (not veterans) certified,	530	
“ “ “ “ not certified,	218	748
		983
Of whole number of certifications there were of veterans,	217, or 25 $\frac{6}{100}$	per cent.
Of whole number of certifications there were of others,	649, or 74 $\frac{94}{100}$	per cent.
	866	
Percentage of registered veterans certified,	69 $\frac{86}{100}$	
“ “ others (not veterans) certified,	70 $\frac{85}{100}$	
Percentage employed of veterans certified,	39 $\frac{63}{100}$	
“ “ “ others (not veterans) certified,	49	
Percentage employed of veterans registered,	36 $\frac{60}{100}$	
“ “ “ others (not veterans) registered,	42 $\frac{51}{100}$	
Percentage employed of whole number certified (including those certified more than once),	46 $\frac{55}{100}$	

Number of persons reported as having declined the work offered, or failed to respond to notification, . . . . .	236
Veterans, . . . . .	55
Others, . . . . .	181
	<hr/>
	236
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On application there were subsequently restored to the eligible list, . . . . .	56
Veterans, . . . . .	16
Others, . . . . .	40
	<hr/>
	56
	<hr/>

Percentage of whole number certified who declined or failed to respond, . . . . .	$27\frac{25}{100}$
Of veterans certified, . . . . .	$25\frac{34}{100}$
“ others “ . . . . .	$27\frac{89}{100}$

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Six of the requisitions received during the year called for 130 strong, able-bodied men under 45 years of age, for heavy pick and shovel work; and in responding to the several calls made, 260 men have been certified within the age limit required, showing that of the whole number of certifications made, 30 per cent. were under 45 years of age, according to the requirement.

DEPARTMENTS.	Number of Requisitions.	Number of Men called for.	NUMBER OF MEN CERTIFIED.		Total Number Certified.	NUMBER OF MEN EMPLOYED.		Total Number Employed.	Skilled Labor Added March 1, 1886.	Added by Restoration.	Number Employed Dec. 1, 1885.	Number on Dept. Rolls to Dec. 1, 1886.	Number Dropped from the Rolls.	Number at present Employed.
			Vets.	Others.		Vets.	Others.							
Paving Department, . . . . .	4	41	26	55	81	11	20	31	107	4	911	1,053	305	748
Water Department, . . . . .	14	231	99	369	468	39	187	226	73	1	501	801	190	611
Health Department, . . . . .	14	38	30	47	77	15	23	38	25	3	501	567	35	532
Common and Squares Department, . . . . .	8	107	27	164	191	17	97	114	6	-	88	208	118	90
Main Drainage Works, . . . . .	6	36	10	60	70	5	27	32	12	-	58	102	26	76
Park Department, . . . . .	1	-	-	-	-	-	-	-	21	4	150	175	40	135
Sewer Department, . . . . .	6	38	30	30	60	8	12	20	45	-	164	231	8	223
Lamp Department, . . . . .	3	3	3	3	6	1	3	4	3	3	146	156	8	148
East Boston Ferry Department, . . . . .	1	6	4	8	12	2	3	5	29	1	47	82	5	77
Mount Hope Cemetery Department, . . . . .	2	12	8	16	24	5	7	12	-	-	31	43	5	38
Cedar Grove Cemetery Department, . . . . .	2	10	2	18	20	-	6	6	-	-	15	21	6	15
	60	525	239	770	1,009	103	385	488	321	18	2,612	3,439	746	2,693
Certified and employed from the eligible list of 1885, . . . . .	4	72	22	121	143	17	67	84	-	-	-	-	-	-
	56	453	217	649	866	86	318	404	-	-	-	-	-	-

*Discharges.*

	Incompetent and Unsatisfactory.	Bad Habits.	Lack of Work.	Resigned or Withdrew.	Retransferred by the Commissioners.	Died.	Total Discharged.
Paving Department, . . . . .	1	7	280	8	-	9	305
Water Department, . . . . .	14	4	125	46	-	1	190
Health Department, . . . . .	9	6	1	14	-	5	35
Common and Squares Department, . .	4	1	84	29	-	-	118
Main Drainage Works, . . . . .	-	3	13	10	-	-	26
Park Department, . . . . .	1	-	6	33	-	-	40
Sewer Department, . . . . .	-	-	4	2	2	-	8
Lamp Department, . . . . .	1	1	-	4	-	2	8
East Boston Ferry Department, . .	1	2	-	2	-	-	5
Mt. Hope Cemetery Department, . .	3	-	-	2	-	-	5
Cedar Grove Cemetery Department, .	-	-	4	2	-	-	6
	34	24	517	152	2	17	746

Number on the list and not certified, . . . . .	290
Veterans, . . . . .	72
Others, . . . . .	218
	<hr/> 290

It will be seen by the following figures that many of these applicants were registered for work in departments from which few or no requisitions have been received: 22 were not citizens and 33 were registered as common laborers, without families depending upon them for support, — a majority of the latter number being men of an advanced age.

REGISTERED.	Veterans.	Others.
Lamp Department, . . . . .	19	43
Paving Department, . . . . .	-	31
Park Department, . . . . .	3	21
Health Department, . . . . .	8	11
Cemetery and Common and Squares Departments, .	6	10
East Boston Ferry Department, . . . . .	13	4
Stone-cutters, . . . . .	2	11
Watchmen, . . . . .	9	2
Blacksmiths, . . . . .	1	8
Plumbers, . . . . .	-	6
Painters, . . . . .	1	5
Carpenters, . . . . .	2	3
Masons, . . . . .	2	1
Pavers, . . . . .	-	2
Engineers, . . . . .	1	2
Machinists, . . . . .	-	2
Harness-maker, . . . . .	1	1
Brass-finisher, . . . . .	1	-
Measurer, . . . . .	1	-
Light work, . . . . .	2	-
No families, . . . . .	-	33
Aliens, . . . . .	-	22
Total, . . . . .	72	218

Respectfully submitted,

GEORGE H. JOHNSON,

*Registration Clerk.*



## Commonwealth of Massachusetts.

[Chapter 320, Acts of 1884.]

## AN ACT TO IMPROVE THE CIVIL SERVICE OF THE COMMONWEALTH AND THE CITIES THEREOF.

*Be it enacted, etc., as follows:*

SECTION 1. The governor shall with the advice and consent of the counsel appoint three persons to be civil service commissioners, who shall serve, one until the expiration of three years, one until the expiration of two years, and one until the expiration of one year, from the first day of July in the year eighteen hundred and eighty-four, and until their respective successors are appointed and qualified; and in the year eighteen hundred and eighty-five and in every year thereafter, the governor shall, in May or June, in like manner appoint one person to serve as such commissioner for three years from the first Monday in the July then next ensuing, and until his successor is appointed and qualified. Any vacancy in the office of commissioner shall be filled for the unexpired term by appointment as above provided. All appointments, both original and to fill vacancies, shall be so made that not more than two commissioners shall, at the time of any appointment, be members of the same political party. The governor may also, with the advice and consent of the council, remove any commissioner. Each commissioner shall be paid five dollars for each day's service, and his travelling and other necessary expenses in the discharge of his official duty.

SECT. 2. The said commissioners shall prepare rules not inconsistent with existing laws or with the provisions of this act, and adapted to carry out the purposes thereof, for the selection of persons to fill offices in the government of the Commonwealth and of the several cities thereof, which are required to be filled by appointment, and for the selec-

tion of persons to be employed as laborers or otherwise in the service of the Commonwealth and of the several cities thereof. All rules so prepared shall be subject to the approval of the governor and council, and they may, with like approval, be from time to time altered or rescinded. The said commissioners shall supervise the administration of the rules so established; they shall from time to time suggest to the general court such legislation as may seem to them to be desirable for the efficient carrying out of the principles of this act, and for the improvement of the civil service; and they shall, on or before the tenth day of January in every year, report to the general court their doings during the preceding year, including any rules adopted under the provisions of this section.

SECT. 3. No person habitually using intoxicating beverages to excess shall be appointed to, or retained in any office, appointment or employment to which the provisions of this act are applicable; nor shall any vender of intoxicating liquor be so appointed or retained.

SECT. 4. No person shall be appointed to or employed in any office to which the provisions of this act are applicable within one year after his conviction of any offence against the laws of this Commonwealth; and if any person holding such an appointment or in any such employment shall be convicted of the violation of any such law, he shall be immediately discharged from such appointment or employment.

SECT. 5. No recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any appointment under this act.

SECT. 6. No councillor, senator, representative, alderman or councilman, or any officer or employee of either of said bodies, and no executive or judicial officer of the state, and no clerk or employee of any department or branch of the government of the state, and no executive officer, clerk or employee of any department of any city government shall personally, directly or indirectly, solicit or receive, or be in

any manner concerned in soliciting or receiving, any assessment, subscription or contribution for any political purpose whatever; but this shall not be construed to forbid such persons to be members of political organizations or committees.

SECT. 7. No person shall, in any room or building occupied for the discharge of official duties by any officer or employee of the state or any city thereof, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

SECT. 8. No officer or employee of the state, or any city thereof, shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten to do so, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SECT. 9. No officer, clerk or other person in the service of the state or any city thereof shall, directly or indirectly, give or hand over to any other officer, clerk or person in said service, or to any councillor, senator, member of the house of representatives, alderman, councilman, or commissioner, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SECT. 10. No person in the service of the state or any city thereof, shall use his official authority or influence either to coerce the political action of any person or body or to interfere with any election.

SECT. 11. No person in the public service shall for that reason be under any obligation to contribute to any political fund, or to render any political service, and shall not be removed or otherwise prejudiced for refusing to do so.

SECT. 12. No person while holding any public office or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use, either directly or indirectly, any official authority or influence (whether then possessed or merely anticipated), in the way of conferring upon any person, or in order to secure or aid any person in securing any office or public employment, or any nomination, confirmation, promotion or increase of salary, upon the consideration or condition that the vote or

political influence or action of the last named person, or any other, shall be given or used in behalf of any candidate, officer or party, or upon any other corrupt condition or consideration.

SECT. 13. No city in the Commonwealth shall pay any bill incurred by any official or officials thereof for wines, liquors or cigars; nor shall any city pay any bill for refreshments furnished to any official of said city where the amount for any one day shall exceed one dollar for each member of the government of said city who certifies over his own signature to the correctness of the bill.

SECT. 14. The rules mentioned in section two may be made from time to time, and may be given a general or a limited application, and they shall, among other things, provide:—

*First*, For the classification of the offices and employments to be filled.

*Second*, For open competitive and other examinations by which to test applicants for office, or for employment, as to their practical fitness to discharge the duties of the positions which they desire to fill.

*Third*, For the filling of vacancies in offices in accordance with the results of such examinations and for the selection of persons for public employment in accordance with such results, or by order of application, or otherwise, as may seem most desirable to carry out the provisions of this act.

*Fourth*, For promotions in office on the basis of ascertained merit and seniority in service and examination as may seem desirable. (In all cases where it is practicable vacancies shall be filled by promotion.)

*Fifth*, For a period of probation before an appointment or employment is made permanent.

*Sixth*, For giving preference in appointments to office and promotions in office (other qualifications being equal) to applicants who served in the army or navy of the United States in time of war and have been honorably discharged therefrom.

SECT. 15. Elective or judicial officers and officers whose appointment is subject to confirmation by the executive council, a city council or a school committee, heads of any

principal department in a city, officers for the faithful discharge of whose duties a superior officer is required to give bond, teachers of the public schools, the private secretary of the governor or of the mayor of any city shall not be affected, as to their election or selection, by any rules made as aforesaid; but such rules shall apply to members of the police and fire departments other than police and fire commissioners, chief superintendents and marshals of police departments, and chief engineers of fire departments.

SECT. 16. No question in any examination under the rules established as aforesaid shall relate to political or religious opinions or affiliations, and no appointment or selection to an office or for employment within the scope of the rules established as aforesaid, shall be in any manner affected or influenced by such opinions or affiliations. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined, to discharge the duties of the service into which they seek to be appointed. The examination of applicants for employment as laborers shall relate to their capacity for labor, their habits as to industry and sobriety, and the necessities of themselves and their families.

SECT. 17. Every application, in order to entitle the applicant to appear for examination or to be examined, must state the facts on the following subjects: 1. Full name, residence, and post-office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five years. 9. Education. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

SECT. 18. No person in the public service shall wilfully and corruptly, by himself or in coöperation with one or more other persons, defeat, deceive or obstruct any person in respect of his or her right of examination; or wilfully, corruptly or falsely mark, grade, estimate or report upon the examination or proper standing of any person examined

hereunder, or aid in so doing ; or wilfully or corruptly make any false representations concerning the same or concerning the person examined ; or wilfully or corruptly furnish to any person any special or secret information, for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed or promoted.

SECT. 19. All rules established as hereinbefore provided, and all changes therein, shall forthwith be printed for distribution by said commissioners, and a certified copy thereof shall be sent to the mayor of each city, and the same shall be published in one or more newspapers in each city, and in any such publication of rules shall be specified the date, not less than sixty days subsequent to the date of such publication, when such rules shall go into operation, and thereafter all appointments to office and selections for employment shall be made according to said rules in cases to which said rules apply.

SECT. 20. The said commissioners may appoint a chief examiner, who shall, under their direction, superintend any examination under this act, and shall perform such other duties as they may prescribe. Such chief examiner shall receive a salary of twenty-five hundred dollars a year, and shall be paid his necessary travelling expenses incurred in the discharge of his official duty. They may also employ a secretary, at a salary not exceeding twelve hundred dollars a year. They may designate persons in the official service of the Commonwealth, or of any city, who shall, with the consent of the head of department or office in which any such person serves, act in any examination held under this act. But no person shall serve as examiner of candidates for office, under the provisions of this act, when any relative or connection by marriage, within the degree of first cousin, shall be an applicant. The said commissioners may also incur such expense, not exceeding fifteen hundred dollars a year, as may be proper for printing and stationery and other incidental matters.

SECT. 21. The said commissioners shall be provided, under the direction of the governor and council, with an office, properly furnished, in the state house or Common-

wealth building, suitable for the performance of the duties imposed by this act.

SECT. 22. The name and residence of every person appointed, employed or promoted to or in any position coming within the rules established as herein provided, except laborers, together with the name or description of such position and the subsequent rejection or discharge of every such person, shall forthwith be reported to the said commissioners by the officer making such appointment, promotion, rejection or discharge, or providing such employment.

SECT. 23. The said commissioners shall keep records of all their proceedings and of all examinations made by them or under their authority, and all recommendations of applicants for office received by said commissioners or either of them, or by any officer having authority to make appointments to office or to employ laborers, or others coming within the scope of the rules established as aforesaid, shall be kept and preserved, and all such records and recommendations shall, subject to such reasonable regulations as may be approved by the governor and council, be open to public inspection.

SECT. 24. Whoever, after a rule has been duly established and published according to the provisions of this act, makes an appointment to office or selects a person for employment contrary to the provisions of such rule, or wilfully refuses or neglects otherwise to comply with or to conform to the provisions of this act, or violates any of such provisions, shall be liable to a penalty of not less than one hundred nor more than one thousand dollars for each offence.

*[Approved June 3, 1884.]*

# THE CIVIL SERVICE RULES

OF THE

## COMMONWEALTH OF MASSACHUSETTS AND THE CITIES THEREOF.

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In accordance with the provisions of chap. 320 of the Acts of the year 1884, the following rules have been prepared for the selection of persons to fill certain offices in the government of the Commonwealth, and of the several cities thereof, and for the employment of laborers in certain departments of the city of Boston : —

### RULE I.

Appointments  
and removals.  
Responsibility  
for.

Subject only to the qualifications required to be ascertained in accordance with these rules, the power of appointment and the responsibility of selection are in all cases in the appointing officer or board. The power to remove, existing by law, on the part of any officer or board is not impaired by anything contained in these rules.

### RULE II.

Regulations for  
carrying out  
rules.

The commissioners will make and issue, from time to time, as the needs of the service require, such regulations as may be necessary for conducting the business of their office, for the instruction of their secretary, chief examiner and local boards of examiners, and for carrying out the provisions of these rules.

### RULE III.

Commissioners  
to designate and  
commission  
boards of  
examiners.

For the purpose of making examinations of applicants, the commissioners will designate qualified per-



sons to be members of boards of examiners, and will duly commission such persons as examiners; and the commissioners may at any time substitute another person in place of any one so selected.

#### RULE IV.

In order that suitable provision may be made for conducting examinations in the several cities, the commissioners will, from time to time, apply to the proper authorities thereof for temporary quarters and for clerical assistance in receiving and filing applications for appointment in the local service.

Commissioners to apply to local authorities for temporary quarters, etc.

### CLASSIFICATION OF SERVICE.

#### RULE V.

1. The offices and places to be filled under these rules shall be classified in two divisions; the first to be known as "The Official Service of the Commonwealth and the several cities thereof;" the second as "The Labor Service of the City of Boston."

Classification, two divisions.

#### *First Division.*

2. There shall be two schedules under the first division, known as Schedule A and Schedule B.

First division, two Schedules, A and B.

3. Schedule A shall include clerks, copyists, recorders, bookkeepers, and others rendering clerical service in the Commonwealth, or the several cities, and designated as the "Clerical Service" of the Commonwealth, or of a certain city. There shall be two classes in Schedule A, namely:—

Schedule A to include clerical service.

Two classes in Schedule A.

Class 1. Persons whose annual compensation is at a rate less than eight hundred dollars.

Class 1.

Class 2. Persons whose annual compensation is at the rate of eight hundred dollars and over.

Class 2.

4. Schedule B shall include members of the regular police force in the Commonwealth and each city; prison guards, overseers and watchmen connected

Schedule B to include Prison, Police and Fire service.

with the penal, reformatory and charitable institutions; members of the regular and call force of the fire department of Boston, and certain other offices or positions in which physical capacity is of prime importance; and the offices and positions included in said schedule shall be designated as the "Prison," "Police," or "Fire Service" of the Commonwealth, or of a certain city. There shall be four classes in Schedule B, namely:—

Schedule B  
divided into  
four classes.

Class 1.

Class 1. Turnkeys, watchmen, drivers of prison wagons, and others doing police duty in the prisons, houses of detention, reformatories, and certain other public institutions of the Commonwealth, and the several cities.

Class 2.

Class 2. All members of the regular and call force of the fire department in the city of Boston.

Class 3.

Class 3. The district police and all members of the regular police in the several cities, except Boston. [Amended by amendment No. 1, approved July 14, 1886.]

Class 4.

Class 4. All members of the regular police force in the city of Boston.

### *Second Division.*

Schedule C  
to include day  
laborers.

5. Under the second division of the Civil Service there shall be one schedule, to be known as Schedule C, which shall include male day laborers in the following departments of the city of Boston, namely: Streets, Water, Sewers, Main Drainage Works, Health, Common and Public Grounds, Lamps, Parks, Ferries and Cemeteries.

Positions and  
offices to be  
designated.

6. The positions and offices included in the several schedules will be designated from time to time, and the names thereof published.

Applications  
confined to one  
schedule or  
class.

7. No application from the same person will be received for appointment or employment in more than one of the schedules or classes of the Civil Service as herein designated.

## FIRST DIVISION.

*Applications.*

## RULE VI.

1. Application for admission to examinations in the *first division* may be made at any time, and shall be on blanks in a form prescribed by the commissioners. Applications for appointment to positions in the service of the Commonwealth, and of the city of Boston, may be filed at the central office of the commissioners in Boston; applications for appointment to positions in the service of other cities than Boston may be filed with the chairman of the local board of examiners in the city where service is sought, or at such other place as the commissioners may hereafter designate.

Applications,  
how made.

2. Each applicant must state on oath, and in his or her own handwriting: 1. Full name, residence, and post-office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five years. 9. Education. 10. Such other information shall be furnished as may reasonably be required touching the applicant's fitness for the public service.

Form of appli-  
cations.

## RULE VII.

1. Applicants for appointment to any position in the service of the Commonwealth to which these rules apply must be citizens of the United States and residents of the Commonwealth during the year preceding the date of their application. But this restriction shall not apply to positions in which special expert knowledge is required.

State service,  
residence of  
applicants.

2. Applicants for appointment in the service of a city must be residents thereof, except where special

City service,  
residence of  
applicants.

qualifications are required, and the appointing officer requests in writing that the examination be open to non-residents. [See amendment No. 2, approved July 14, 1886.]

### RULE VIII.

Physical  
examinations.

1. Where physical qualifications are necessary, the commissioners will provide for examinations to determine them.

By whom made.

2. The physical examination of applicants for appointment in classes 2, 3 and 4, Schedule B, shall be made by the surgeon-general, or one of the medical examiners, if for the service of the Commonwealth; and by the city physician, or the physician employed by the department which the applicant seeks to enter, if for city service. And the result of such examination shall be certified on blanks furnished by the commissioners, in form approved by the surgeon-general of the Commonwealth.

### RULE IX.

Boston Police  
and Fire depart-  
ments.  
Age.

1. Applicants for appointment in classes 2 and 4, Schedule B (the police and fire departments of Boston), must not be less than twenty-two nor over thirty years of age at the time of making the application; provided, however, that this shall not apply to applicants for appointment in the regular force of the fire department of Boston who have served in the call force or as "permanent substitutes." Applicants for appointment in classes 1 and 3, Schedule B (the prison and police service of the Commonwealth and of other cities than Boston), must not be less than twenty-two nor over forty years of age; provided, however, that this limitation as to age of applicants for positions in said classes 1 and 3 shall not apply to watchmen in public buildings and public institutions, or to persons who have served in the army or navy of the United States in time of war, and received an honorable discharge therefrom. [See Additional Rule No. 2, approved Dec. 2, 1885.]

Police, &c., in  
other cities.  
Age.

Fire Dept. of  
Boston.

2. In class 2, Schedule B (the fire department of

Boston), applications for appointment in the regular force shall be confined to those serving as “permanent substitutes,” or members of the “call force.” No such application for appointment shall be made by any person unless under forty years of age, and possessed of the physical qualifications required for an original appointment. No person shall be certified for appointment as a member of the “call force,” or as a “permanent substitute,” who does not possess the qualifications required for a member of the permanent force.

Applications,  
&c.

3. Applicants for appointment in classes 3 and 4, Schedule B (district and city police), must not be less than five feet eight inches in height, and weigh not less than one hundred and forty pounds. Applicants for appointment in class 2, Schedule B (the fire department of Boston), shall not be less than five feet four inches in height, and weigh not less than one hundred and twenty pounds.

State and City  
Police, height  
and weight.

Boston Fire  
Department,  
height and  
weight.

#### RULE X.

No application for appointment will be received from any vender of intoxicating liquor, or any person habitually using intoxicating beverages to excess; or any person who, within the year preceding his application, has been convicted of any offence against the laws of this Commonwealth.

Disqualifica-  
tions for ap-  
pointment, §§ 3,  
4, c. 320, 1884.

#### RULE XI.

Every application must be supported by certificates of good moral character, health, and physical and mental capacity for doing the public work, the certificates to be in such form and number as the commissioners shall prescribe. But no recommendation which may be given by any senator, member of the house of representatives, alderman or councilman, except as to the character or residence of the applicant, can be received or considered by any person concerned in making any appointment under these rules.

Applications  
must be sup-  
ported by cer-  
tificates.

Recommend-  
ations not re-  
ceived from cer-  
tain legislators.  
§ 5, c. 320, 1884.

## RULE XII.

Effect of false statements.

Every false statement knowingly made by any person in his application for examination, and every connivance by him at any false statement made in any certificate which may accompany his application, or any complicity by him in any fraud, shall be regarded as good cause for excluding him from the eligible list, or for his removal or discharge during probation or thereafter.

## RULE XIII.

Defective applications suspended.

Defective applications will be suspended, and applicants notified to amend the same. Whenever the application shows that the applicant is not qualified under the rules and regulations, the application will be rejected, and the applicant notified of the reason therefor.

## RULE XIV.

Reception of applications and notice to applicants.

The date of the reception of all applications shall be endorsed thereon, and entered of record; and if the applicants for admission to any class are in excess of the number that can be examined at a single examination, they will be notified to appear in the order in which their names are entered; provided, that persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall have precedence in such notification.

*Examinations.*

## RULE XV.

Examinations, character, notice of.

1. All examinations shall be absolutely impartial, practical in their character, and with paramount regard to matters which will fairly test the relative capacity and fitness of the persons examined for the service which they seek to enter.

Political or religious opinions not to influence appointments.  
§ 16, c. 320, 1884.

2. No question in any examination shall relate to political or religious opinions or affiliations, and no appointment or selection to an office, or for employment within the scope of these rules, shall be in any

manner affected or influenced by such opinions or affiliations.

3. The examinations shall be held at such times and places as the commissioners may designate, and proper notice thereof given. So far as practicable, the examination of applicants for appointment in the service of a city shall be held therein.

Time and place  
of examination.

#### RULE XVI.

1. The general examinations for admission to the service in the first division shall be limited to the following subjects: 1st. Orthography, penmanship, and copying. 2d. Arithmetic, — fundamental rules, fractions, and percentage. 3d Interest, discount, and elements of book-keeping and of accounts. 4th. Elements of the English language, letter-writing, and the proper construction of sentences. 5th. Elements of the geography, history, and government of the United States, the Commonwealth of Massachusetts, or the city in which service is sought. 6th. The special duties of the office.

Subjects of  
examination.

2. Proficiency in any subject shall be credited in grading the standing of the person examined in proportion to the value of a knowledge of such subject in the branch or part of the service which the applicant seeks to enter.

How graded.

3. No one shall be entitled to be certified for appointment in Class 2 of Schedule A whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in the first three subjects mentioned in this rule; and that measure of proficiency shall be deemed adequate. [Changed by amendment No. 3, approved July 14, 1886.]

When entitled  
to be certified.

4. For places in which a lower degree of education will suffice, the commissioners may limit the examinations to any of the subjects above mentioned; but no person shall be certified for appointment, under this clause, whose grading shall be less than an average of sixty-five per centum on such sub-

When commis-  
sioners may  
limit examina-  
tion.

jects, or parts thereof, as the examination may embrace.

Examinations where special skill and experience are required.

5. The commissioners may also order examinations upon other subjects of a technical or special character, to test the capacity which may be needed in any part of the classified service which requires peculiar information or skill. Examinations hereunder may be competitive or non-competitive. The application for, and notice of, the special examinations, the records thereof, and the certification of those found competent, shall be such as the commissioners may prescribe.

Character, experience, &c.

6. Ability to answer correctly the printed questions placed before him at the examination will not fully determine the fitness of the candidate for the position which he seeks. Character, experience, physical condition, and natural aptitude for the service will be taken into account.

#### RULE XVII.

When examined applicants shall be graded.

Those examined shall be marked and graded according to their excellence, as shown by their examination, and shall have their grade entered upon a register. Separate registers may be kept of those seeking to enter any part of the service in which special qualifications are required.

#### RULE XVIII.

Experts to aid examiners in certain cases.

Whenever the special qualifications required for a position are such that assistance from experts in conducting an examination is advisable, such experts may be designated to aid the examining board; and, so far as practicable, such experts shall be persons employed in the department to which the applicant seeks admission.



*Appointments.*

## RULE XIX.

1. No person shall be appointed permanently to any office or employment in the first division who has not passed an examination as provided by these rules.

Persons must pass examination before permanent employment.

2. Whenever any officer or board having the power of appointment to any office or employment under these rules shall so request, the commissioners shall certify to him the names of the three most eligible persons, on the proper register, indicating any of them who have served in the military or naval service of the United States in time of war, and been honorably discharged therefrom. If necessary, the commissioners may certify additional names thereafter.

Certification of eligible persons.

3. In case the request for any such certification, or any law or regulation, shall call for persons of one sex, those of that sex shall be certified; otherwise sex shall be disregarded in certification.

Sex.

4. In case the office requires such special qualifications that the commissioners certify that they are unable to comply with the requisition, the appointing power may appoint any person named by him, who, upon a non-competitive examination, shall be duly certified by the commissioners as qualified to discharge the duties of the position.

Special qualifications.

5. From the names certified the appointing power shall make a selection to fill the vacant place, subject, however, to the provisions of the following clause, giving preference in appointments to certain persons.

Selection from those certified.

6. Persons who have served in the army or navy of the United States in time of war, and been honorably discharged therefrom, shall be preferred for appointment in the Civil Service over other persons of equal qualifications as ascertained under these rules; and persons thus preferred shall not be disqualified from holding a position in the Civil Service

Army and Navy preference.

on account of any physical disability, provided such disability does not render him incompetent to perform the duties.

#### RULE XX.

Certification of  
specialists.

Whenever the commissioners are notified that proficiency in any special subject is needed in the position to be filled, they may certify the names of three persons in the eligible list having the highest standing (not being below the minimum of sixty-five) on such special subject.

#### RULE XXI.

Appointing  
officer to be  
furnished with  
examination  
papers, &c.

In the selection from the persons whose names are certified by the commissioners, the appointing officer, upon written requisition therefor, will be furnished with the applications, the certificates and examination papers of the persons certified, and, in the exercise of his responsible power of selection, he may summon personally before him the certified persons for such verbal inquiries as he may deem proper. All papers furnished upon requisition as above must be returned to the commissioners with the notice of selection.

#### RULE XXII.

Commissioners  
to be notified of  
person selected,  
&c.

Every person having the power of appointment to, or employment in, any position in the first division, shall forthwith give notice in writing to the commissioners of the name and place of residence of any person appointed or employed in such position, of the rejection of any such person during or after probation, and of the transfer, promotion, resignation or removal, discharge or death, of any person serving under him, with the dates thereof.

#### RULE XXIII.

Persons exam-  
ined may have  
a certificate.

The commissioners may give a certificate to any person examined, stating the grade which such person attained as shown by the marking.

## RULE XXIV.

1. No person on any register shall be certified more than three times for the same office, except by the consent of the appointing officer; provided, however, if the office requires special or expert qualifications, persons may be certified more than three times, when deemed advisable by the commissioners.

No person to be certified more than three times, except, &c.

2. No person shall remain eligible more than one year on any register; but under such regulations as the commissioners may make, he may, without further examination, be placed on the new eligible list.

Not to remain eligible more than one year.

## XXV.

1. No examinations shall be required upon a reappointment of any person to the same office.

Reappointment. No examination for.

2. Any person appointed to, or employed in, any position in the first division of the classified service, after due certification for the same under these rules, who shall be found or certified to the commissioners by the proper authorities to have been dismissed or separated therefrom without fault or delinquency on his part, may be reappointed or reemployed without further examination, in the same part or grade of such service at the same office, within one year next following such dismissal or separation.

Reinstatement of persons dismissed.

*Transfers.*

## RULE XXVI.

Transfer without examination may be made from a position in one department, office or institution, to a similar position in another department, office or institution, upon the mutual consent of the heads of the respective departments, offices or institutions; provided, however, that no person shall be transferred from one class to another class under these rules without a non-competitive examination. But policemen may be transferred from one place to another under sect. 11, chapter 28 of the Public Statutes, without examination or notice to the commissioners.

Transfer without examination.

*Probation.*

## RULE XXVII.

Original appointments shall be for a probationary period.

1. Every original appointment or employment in the permanent service in the first division shall be for the probationary period of six months; at the end of which time, if the conduct and capacity of the person appointed have been found satisfactory to the appointing power, the probationer shall be absolutely appointed or employed; but otherwise be deemed out of the service.

Record of probationers to be kept.

2. The officer under whom any probationer shall serve shall carefully observe the quality and value of the service rendered by him, and shall report in writing to the appointing power the facts observed by such officer, showing the service, character and qualifications of such probationer, and such report shall be preserved on file, subject to inspection by the commissioners.

*Promotion.*

## RULE XXVIII.

Boston Police promotions.

1. In Class 4, Schedule B (the regular police force of the city of Boston), appointments, except to the lowest grade, shall be made by promotion, as herein provided.

2. If, in the judgment of the appointing power, there be none in the lower grades fit to perform the duties in such vacant positions, in that case, and in no other, the positions may be filled by competitive examination, under these rules.

3. Promotions shall be made by successive grades. In case of vacancy in any position it shall be filled by a selection from the next inferior grade, if there be any person in such grade fit for promotion; and if there be no such person, then the promotion shall be made by selection from the next inferior grade, and so on until all the inferior grades are exhausted.

4. No person in said class, when these rules take effect, shall be promoted without passing an appropriate examination under the rules. Promotion in said class will, in all cases, be based upon the positive merit of the person promoted, and upon his superior qualifications as shown by his previous service.

Promotions shall be based on merit.

5. There shall be kept in the police department of the city of Boston proper records of the efficiency and conduct of all persons employed therein. In examinations for promotion the greatest weight shall be given to the actual work of the persons examined, as exhibited in the records, and upon the certificate of their immediate official superiors, that their efficiency and conduct during their past service have been in all respects satisfactory.

Record of service to be kept.

6. In all other classes of the first division, appointments by promotion shall not be subject to these rules; provided, however, that in case the person promoted has never passed an examination under these rules which entitles him to be placed on an eligible list for the position to which he is promoted, he shall pass a non-competitive examination.

### *Temporary Service.*

#### RULE XXIX.

1. No persons, except those examined and found eligible under these rules for permanent appointment or employment, shall be appointed or employed for temporary service, except in cases of emergency where the public business would suffer from delay in filling the position as herein provided. In no case shall such temporary appointment or employment continue for more than three months, and no re-appointment or employment of the same person, or of another to the same position at the end of such period, shall be allowed. And in every such case the officer making the appointment or furnishing the employment shall report the same to the commissioners within five days, with the reason therefor and the

No person shall be appointed for temporary service, unless regularly certified, except, &c.

time for which the temporary appointment or employment is necessary. [Changed to thirty days. Amendment No. 4; approved July 14, 1886.]

Provisional appointments in certain cases.

2. If for any sufficient reason it shall be impracticable to supply the names of persons who have passed a competitive examination in due season for any appointment or employment in any position in the first division, the commissioners may provide for a provisional appointment by non-competitive examination or otherwise.

## SECOND DIVISION.

### *Laborers.*

#### RULE XXX.

Laborers in Boston.

1. Applicants for labor in the several departments of the city of Boston included in Schedule C, who produce satisfactory evidence of their capacity for labor and their habits as to industry and sobriety, shall be registered in the order of their application, at such convenient times, and place or places, in said city as shall be designated by the commissioners. The register shall state the (1) name, (2) age, (3) residence, (4) citizenship, (5) number and relationship of persons depending for support upon the applicant, (6) service in the army or navy in time of war, (7) previous occupation, (8) references, (9) personal description, and such other information as may be required.

Requisition.

2. When the services of laborers are required in any of said departments, the officer or person having the appointment or selection shall notify the commissioners, stating the number of men wanted, kind of labor for which they are wanted, and the time and place of employment; and said commissioners shall thereupon send to the officer or the person making the requisition the names and residences of twice the number of men called for (if the register contains so

many) making an impartial selection by lot or otherwise, giving preference, other qualifications being equal, to those who have served in the army or navy of the United States in time of war, and have been honorably discharged therefrom, and to those having families depending upon them for support.

3. The selection shall be made from the list so furnished, and the names of those employed shall be returned to the commissioners forthwith. At the end of their term of service, the persons so employed may keep their places on the register, upon application to the commissioners, and proof that their labor has been satisfactory. Selection.

4. In case the commissioners are unable to fill a requisition for laborers, the fact shall be certified to the officer making the requisition, who shall then make the selection.

5. The commission may make such regulations as may be necessary to identify the registered applicants, and to preserve a record of their conduct. Regulations.

6. In cases of emergency, where the temporary services of a large number of unskilled laborers are required in either of said departments, the officer or person having the appointment shall select by lot, or in such other equitable way as the commissioners may determine, those who present themselves for the immediate service. Selection in cases of emergency.

*Offices not included in Rules.*

RULE XXXI.

Upon the request of any officer or board having the power of appointment to any office or position in the service of the Commonwealth, or any of the cities thereof, to which these rules do not apply, the commissioners will furnish names from any list of eligible persons to fill a vacancy in such office or position; or they will, whenever practicable, hold competitive or non-competitive examinations for such office or position. Applicants for offices not covered by rules may be examined.

## MASSACHUSETTS CIVIL SERVICE. [Jan.

The foregoing rules, prepared by the Civil Service Commissioners, are hereby transmitted to the Governor and Council for their approval.

JAMES M. BUGBEE,  
CHAS. THEO. RUSSELL, JR.,  
CHARLES W. CLIFFORD,

*Commissioners.*

BOSTON, MASS., Dec. 10, 1884.

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Approved in Council, December 17, 1884.

HENRY B. PEIRCE,

*Secretary.*

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A true copy.

Attest:

WARREN P. DUDLEY,

*Secretary Civil Service Commissioners.*



## ADDITIONAL RULES \*

*In relation to the Civil Service of the Commonwealth and the Several Cities thereof, prepared by the Civil Service Commissioners under the Authority of the Acts of 1884, chapter 320, sections 2 and 14.*

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1. There shall be included in the classified service in Schedule B the following offices and positions in the city of Boston, namely : draw-tenders and assistant draw-tenders of bridges, to constitute class five ; foremen and sub-foremen of laborers, to constitute class six.

2. Applicants for appointment in the call force of the fire department of Boston, who have served as call substitutes in said department, may, for the purpose of making themselves eligible under the rules for examination, deduct from their actual age any time not exceeding five years during which they have served in such capacity.

3. No person, while remaining eligible on any register, shall be admitted to a new examination.

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Approved by the Governor and Council, December 2, 1885.

Attest :

WARREN P. DUDLEY,  
*Secretary of Civil Service Commissioners.*

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\* Due notice was given that these additional rules would go into operation on the first day of March, A. D. 1886.

## AMENDMENTS TO THE RULES.\*

*Amendments to the Civil Service Rules, prepared by the Civil Service Commissioners under the authority of chapter 320 of the Acts of the year 1884.*

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1. The classification of the Civil Service, as prescribed in Rule V., is hereby amended so that Class 3, Schedule B, First Division, shall include the District Police and all persons doing police duty, either permanently or temporarily, in and for, and paid by, any city of the Commonwealth except the city of Boston.

2. Rule VII., Clause 2, is hereby amended so that applicants for appointments in the service of a city must be citizens of the United States and residents of the city in which they seek service during the year preceding the date of their application, except where special qualifications are required, and the appointing officer requests in writing that the examination be open to non-residents, or non-naturalized citizens.

3. Rule XVI., Clause 3, is hereby amended to read as follows: "3. No one shall be entitled to be certified for appointment in Class 2 of Schedule A (the higher clerical service) whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in each of the obligatory subjects prescribed from time to time for the examinations within the limitations mentioned in Clause 1 of this rule."

4. Rule XXIX., Clause 1, is hereby amended so that no temporary appointment or employment of a person who has not been duly examined and certified under the Civil Service rules shall continue for more than thirty days.

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Approved by the Governor and Council, July 14, 1886.

Attest :

WARREN P. DUDLEY,  
*Secretary of Civil Service Commissioners.*

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\* Due notice was given that these amendments to the Civil Service Rules would go into operation on the first day of October, A.D. 1886.

OFFICES AND POSITIONS  
TO WHICH THE FOREGOING RULES APPLY.

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FIRST DIVISION.

Schedule A.

Service of the Commonwealth.

ADJUTANT GENERAL'S OFFICE: Clerks.

AUDITOR'S OFFICE: Clerks.

BOARD OF AGRICULTURE: Clerks.

BOARD OF HEALTH, LUNACY AND CHARITY: Clerks, Copyists,  
Stenographers, Inspectors of Emigrants, Visiting Agents,  
Transportation Officers for In-door Poor.

BOARD OF RAILROAD COMMISSIONERS: Clerks, Accountants.

BUREAU OF STATISTICS OF LABOR: Clerks, Travelling Agents.

CIVIL SERVICE COMMISSION: Secretary, Clerks.

COMMISSIONERS OF PRISONS: Secretary, Clerks, Agents for the  
discharge of prisoners.

COMMISSIONERS OF SAVINGS BANKS: Clerks.

COMMISSIONERS OF STATE AID: Clerks.

DISTRICT POLICE DEPARTMENT: Clerks.

INSURANCE COMMISSIONER: Clerks.

MASSACHUSETTS REFORMATORY, CONCORD: Clerks.

PROVINCE LAWS COMMISSION: Clerks, Copyists.

SECRETARY OF THE COMMONWEALTH: Clerks.

STATE ALMSHOUSE, TEWKSBURY: Clerks.

STATE LUNATIC HOSPITAL, DANVERS: Treasurer, Clerks, Store-  
keeper.

STATE LUNATIC HOSPITAL, TAUNTON: Treasurer, Clerks, Store-  
keeper.

STATE LUNATIC HOSPITAL AND TEMPORARY ASYLUM FOR CHRONIC  
INSANE, WORCESTER: Clerks, Copyists, Storekeepers.

## SERVICE OF THE COMMONWEALTH — Continued.

STATE PRISON: Clerks.

STATE PRIMARY SCHOOL, MONSON: Clerks.

STATE WORKHOUSE, BRIDGEWATER: Clerks.

REFORMATORY PRISON FOR WOMEN, SHERBORN: Clerks.

LYMAN SCHOOL FOR BOYS, WESTBOROUGH: Clerks.

WESTBOROUGH INSANE HOSPITAL: Bookkeeper, Clerks.

## City of Boston.

MAYOR'S OFFICE: Bookkeeper, Accountant, Clerks.

AUDITORS' DEPARTMENT: Clerks.

ASSESSORS' DEPARTMENT: Clerks.

ARCHITECT'S DEPARTMENT: Timekeepers.

BOARD OF REGISTRARS OF VOTERS: Clerks.

BOARD OF STREET COMMISSIONERS: Clerks.

BOARD OF HEALTH: Clerks.

BOARD OF PUBLIC INSTITUTIONS: Clerks, Accountants and Agents.

CITY CLERK'S DEPARTMENT: Clerks, Indexers, Copyists, Accountants.

CITY ENGINEER'S DEPARTMENT: Clerks.

CITY HOSPITAL: Clerks, Clerk and Storekeeper.

CLERK OF COMMITTEES DEPARTMENT: Clerks.

COMMON AND SQUARES DEPARTMENT: Clerks, Clerk and Designer, Bookkeepers.

CEDAR GROVE CEMETERY: Clerks.

DEPARTMENT FOR THE SURVEY AND INSPECTION OF BUILDINGS: Clerks, Bookkeepers, Copyists.

FIRE DEPARTMENT: Clerks.

FERRIES, EAST BOSTON: Clerks, Tollmen,

HEALTH DEPARTMENT: Clerks.

HOUSE OF CORRECTION: Clerks.

HOUSE OF INDUSTRY: Clerks.

INSPECTION OF MILK AND VINEGAR: Clerks.

LAW DEPARTMENT: Clerks.

LAMP DEPARTMENT: Clerks.

MAIN DRAINAGE WORKS: Purchasing Agent, Clerks.

MOUNT HOPE CEMETERY: Clerks.

## CITY OF BOSTON—Continued.

MARKET DEPARTMENT: Weigher at City Scales.

OVERSEERS OF THE POOR: Secretary, Bookkeepers, Clerks, Visitors, Agents, Storekeeper and Assistant at Wayfarers' Lodge, Assistant Superintendent Wayfarers' Lodge.

PAYING DEPARTMENT: Clerks.

PRINTING DEPARTMENT: Clerks.

PARK DEPARTMENT: Secretary, Clerks, Purchasing Agent and Paymaster.

PUBLIC BUILDING DEPARTMENT: Clerks.

POLICE DEPARTMENT: Clerks.

REGISTRARS' DEPARTMENT: Clerks.

RECORD COMMISSIONERS: Copyists.

SEWER DEPARTMENT: Clerks.

STATE AID DEPARTMENT: Assistant Paymaster and Clerk.

WATER DEPARTMENT: Clerk of Board, Executive Clerk, Assistant Clerks, Water Registrar and Deputy Collector of Mystic Division, Cashier, Marine Agent, Copyists, and all clerks, inspectors, examiners, bookkeepers, timekeepers and storekeepers in the several divisions.

AND all new or omitted positions in said clerical service coming within the rules.

## City of Brockton.

ALL positions in the clerical service coming within the provisions of the rules.

## City of Cambridge.

ASSESSORS' DEPARTMENT: Clerks.

PAUPER DEPARTMENT: Secretary, Bookkeeper at Almshouse.

WATER DEPARTMENT: Registrar, Clerks, Inspectors.

AND all new or omitted positions in said clerical service coming within the rules.

## City of Chelsea.

WATER DEPARTMENT: Clerk of Water Commissioners.

AND all new or omitted positions in said clerical service coming within the rules.

## City of Fall River.

STREET DEPARTMENT: Clerks.

WATER DEPARTMENT: Registrar, Clerks, Inspector of Meters.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Fitchburg.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Gloucester.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Haverhill.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Holyoke.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Lawrence.**

HEALTH DEPARTMENT: Clerks.

STREET DEPARTMENT: Clerks.

WATER DEPARTMENT: Registrar, Inspectors.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lowell.**

ASSESSORS' OFFICE: Clerks.

AUDITOR'S OFFICE: Clerks.

CITY CLERK'S OFFICE: Clerks.

PAUPER DEPARTMENT: Clerks.

STATE AID COMMITTEE: Clerks.

WATER DEPARTMENT: Clerks, Inspectors.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Lynn.**

BOARD OF HEALTH: Clerks, Inspectors.

POOR DEPARTMENT: Clerks.

WATER DEPARTMENT: Registrar, Inspectors, Clerks.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Malden.**

BOARD OF HEALTH: Clerks.

WATER DEPARTMENT: Registrar, Clerks.

AND all new or omitted positions in said clerical service coming within the rules.

**City of New Bedford.**

STREET DEPARTMENT: Clerk for Superintendent.

WATER DEPARTMENT: Clerks, Inspectors.

AND all new or admitted positions in said clerical service coming within the rules.

**City of Newburyport.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Newton.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Northampton.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Salem.**

POOR DEPARTMENT: Clerk of Overseers.

WATER DEPARTMENT: Clerks.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Somerville.**

OVERSEERS OF THE POOR: General Agent and Secretary.

ALL positions in the clerical service coming within the provisions of the rules.

**City of Springfield.**

BOARD OF HEALTH: Agents.

HIGHWAY DEPARTMENT: Bookkeeper, Clerks.

PAUPER DEPARTMENT: Agent of Overseers, Bookkeeper, Clerks.

SEWER DEPARTMENT: Bookkeeper, Clerks.

WATER DEPARTMENT: Bookkeeper, Clerks.

AND all new or omitted positions in said clerical service coming within the rules.

**City of Taunton.**

ALL positions in the clerical service coming within the provisions of the rules.

**City of Waltham.**

ALL positions in the clerical service coming within the provisions of the rules.



## City of Worcester.

ASSESSORS' DEPARTMENT: Temporary Clerks.

BOARD OF HEALTH: Clerk and Inspector.

OVERSEERS OF THE POOR: Clerks.

SUB-COMMITTEE ON FINANCE: Clerks, Bookkeeper.

WATER DEPARTMENT: Clerks, Inspectors.

AND all new or omitted positions in said clerical service coming within the rules.

## Schedule B.

## Service of the Commonwealth.

BOARD OF HEALTH, LUNACY AND CHARITY: Detective and Transportation Officers.

EXECUTIVE DEPARTMENT: District Police.

MASSACHUSETTS REFORMATORY, CONCORD: Turnkeys, Watchmen and Assistant Watchmen.

STATE ALMSHOUSE, TEWKSBURY: Watchmen, Gatekeepers, Yard-Officers.

STATE LUNATIC HOSPITAL, DANVERS: Watchmen.

STATE LUNATIC HOSPITAL, TAUNTON: Watchmen.

STATE LUNATIC HOSPITAL, WORCESTER: Watchmen, Yard Attendants.

STATE PRIMARY SCHOOL, MONSON: Watchmen.

STATE PRISON: Turnkeys, Watchmen and Assistant Watchmen.

STATE REFORMATORY PRISON, SHERBORN: Watchmen.

STATE REFORM SCHOOL, WESTBOROUGH: Watchmen, Hallmen.

STATE WORKHOUSE, BRIDGEWATER: Overseers, Watchmen, Guards.

WORCESTER INSANE HOSPITAL: Watchmen.

## Cities of the Commonwealth.

ALL members of the regular police force in the several cities of the Commonwealth (except police commissioners, chief superintendents, marshals and clerks), and all positions requiring police and like service in the prisons, houses of detention or public institutions.

## City of Boston.

ALL members of the fire department of the city of Boston, except the fire commissioners, the chief engineer and clerks; also the following offices in other departments of the city of Boston.

## CITY OF BOSTON — Continued.

EAST BOSTON FERRY: Gatemen, Gate Watchmen, Boat Watchmen, Ticket-Box Guards.

HEALTH DEPARTMENT: Drivers of prison wagons.

HOUSE OF CORRECTION: Shop officers, Hospital officers, Yard officers, Prison officers, Kitchen officers, Watchmen, Gatemen, Receiving officer.

HOUSE OF INDUSTRY: Overseers, Watchmen, House officers, Yard officers, Overseers at Rainsford Island, Receiving officer, Assistant Receiving officer, Receiving officer's helper.

LUNATIC HOSPITAL: Watchmen, Gatekeeper.

MARCELLA STREET HOME: Yard officer, House officer, Gatemen, Watchmen.

PARK DEPARTMENT: Park Police, Watchmen.

MARKET DEPARTMENT: Policemen.

WATER DEPARTMENT: Policemen, Watchmen.

## SECOND DIVISION.

## Schedule C.

Under the authority of Rule V., Clause 6, the positions included in Schedule C, covering the male day-laborers in Boston, have been designated as follows: all male day-laborers performing service for the city of Boston in the following departments: —

Paving Department,	Lamp Department,
Water Department,	Park Department,
Sewer Department,	East Boston Ferry,
Main Drainage Works,	Mount Hope Cemetery,
Health Department,	Cedar Grove Cemetery.
Common and Squares Department,	

Said service including among others those employed in the following capacities, namely: —

Blacksmiths,	Painters,
Bracers,	Pavers,
Carpenters,	Pipe Layers,
Calkers,	Plumbers,
Cart Measurers,	Pruners,
Curbstone Setters,	Rammers,
Deckhands,	Repairers,
Drillers,	Rockmen,
Firemen,	Sodders,
Gardeners,	Stablemen,
Gatekeepers,	Stonecutters,
Graders,	Teamsters and Drivers,
Harness Makers,	Tinsmiths,
Hosemen,	Watchmen,
Hostlers,	Wharfingers,
Lamplighters,	Wheelwrights,
Ledgemen,	Yardmen,
Machinists,	Common Laborers.
Masons,	

## GENERAL REGULATIONS

ADOPTED BY THE

### CIVIL SERVICE COMMISSIONERS.

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#### THE CHIEF EXAMINER.

1. The Chief Examiner shall, so far as practicable, attend the examinations held by the several boards of examiners.

He shall take care to secure accuracy, uniformity and justice in the proceedings of all examiners and boards of examiners under the rules and regulations; and such proceedings and all papers appertaining thereto shall at all times be open to him. He shall also, from time to time, inspect the proceedings and papers connected with examinations under the Civil Service rules, and shall make report of such inspections to the Commissioners.

2. He shall prepare, and submit to the Commissioners, proper schemes for examinations, and forms for blanks and records.

He shall take care that the rules and regulations are complied with, and shall bring any case of their infraction, or of injustice or irregularity observed by him, to the attention of the Commissioners. It shall be his duty, from time to time, to confer with the heads of departments, offices and institutions of the Commonwealth and the several cities thereof, concerning the regularity, sufficiency and convenience of the examinations for the service under them. He shall perform such other appropriate duties as may be specified in these regulations, or otherwise assigned to him by the Commissioners.

### THE SECRETARY.

3. The Secretary shall keep the records of the proceedings of the Commissioners, and have charge of, and be responsible for, the safe keeping of the books, records, papers and other property in their office. He shall make such certification as the Commissioners may direct of those eligible for appointment or employment. He shall generally conduct the correspondence of the Commissioners, and perform such other appropriate duties as they may assign to him.

### EXAMINERS.

4. Regular boards of examiners shall consist of not less than three nor more than five members, one of whom shall act as Secretary ; and a majority of any board may conduct an examination in the absence of the other members. The Secretary of each board shall keep a complete record of its proceedings, and of all the examinations held by it, in such form as the Commissioners may prescribe.

5. The Board of Examiners for each city shall promptly notify the Commissioners of the need of holding an examination in and for such city, and thereupon the Chief Examiner shall, under the direction of the Commissioners, issue authority therefor, and shall prepare questions and supervise the other preliminary arrangements.

6. The Boards of Examiners shall conduct the examinations, and estimate and mark the standing of the persons examined, or in a non-competitive examination shall mark the qualifications of the person examined.

7. Whenever the special qualifications required for a position are of an expert or professional character, the Commissioners will give to the Examining Board such advice and assistance from competent sources as may be expedient and available.

8. Special boards will be selected, and special regulations for examinations will be issued by the Commissioners, when expedient.

9. No examiner or person serving under the Commissioners shall attempt to influence the selection of any person for the Civil Service.

10. The examiners shall preserve order and decorum at examinations, and prevent any interference, by conversation or otherwise, with those under examination.

11. No examiner shall disclose, unless by consent, the names of those examined, nor the results of the examination.

12. Any person, after receiving official notification of his standing, as ascertained by a competitive examination, may, in person or by duly authorized agent, inspect in the presence of the Chief Examiner or the Secretary of the Commissioners, or a member of the Examining Board, his examination papers and the markings thereon.

13. Complaints of any injustice or unfairness on the part of any examiner or examining board, or by any one acting under the Commissioners, may be made in writing to the Commissioners, who will act as substantial justice in the premises may require.

#### EXAMINATIONS.

##### *Competitive.*

14. Applicants must present themselves punctually at the times and places specified in their official notices to attend, and they will be admitted to examination upon the production of such notices.

15. The examination papers of each applicant shall be marked only with a number, and his name, with his number, shall be placed in a sealed envelope, which shall not be opened till after his papers are marked.

16. The sheets of questions will be numbered, and will be given out in the order of their numbers, each after the first being given only when the competitor has returned to the examiners the last sheet given to him. In general, no examination shall extend beyond five hours; and no questions given out at one session shall be answered at another session. Each applicant must complete his examination on the obligatory subjects before taking up any of the optional subjects.

17. Each examiner will exercise diligence in securing fairness and preventing collusion and fraud in the examinations.

18. The subjects of, and the time allowed for, the examination, will be announced before the first paper is given out. In the discretion of the Commissioners or examiners, opportunity will be given applicants to show their knowledge of subjects of a special or technical character.

*Marking.*

19. Each examination paper shall be reviewed by a majority of the examiners conducting the examination; and, in any case of disagreement, the average of the markings made on any question or paper by all shall be the final marking on such question or paper.

20. The papers in each subject shall, whenever practicable, be examined, compared and marked before the papers in another subject are examined.

21. The marking of each question or subject shall be made on a scale of 100, which shall represent entire accuracy; and 0 shall represent entire ignorance. Handwriting will be judged by its legibility, uniform and correct formation of letters and ease of execution. Upon a comparison of the handwriting of all, the best and worst should be first determined, and the two extremes of the scale thus fixed; the others should be marked relatively to them. In writing from dictation or copying from manuscript, the omission, repetition or substitution of words, the erasures, blots and other evidences of carelessness, will reduce the marking below 100. Abstracts or summaries of documents, and letter-writing, will be marked as in handwriting, by determining the best and worst examples; and the examiners, having marked these, will then mark the others proportionately.

In each of the other subjects, each question shall be marked on a scale of 100; and the sum of such markings, divided by the number of questions in that subject, shall determine the standing on such subject.

In marking the examination papers of applicants for police, prison and fire service, orthography shall not be marked as a subject to which a special weight is attached; but errors in orthography shall be taken into account in marking the exercises in copying, letter-writing and reporting.

When it appears from the certificate of the examining physician that an applicant for any position included in Schedule B, Class 2, 3 or 4, possesses physical qualifications of a very superior character, he shall be marked 100 on the register; and anything less than such very superior qualifications shall be marked 85. The marking on physical qualifications shall be added to the marking on the general examination, and the result, divided by two, shall establish the general average standing on the eligible list.

*Grading.*

22. The following examples show the method by which the standing of each competitor is obtained. The weights here given to the different subjects are not to be regarded as the standard weights; these, and also the subjects, will be varied to meet the requirements of the position to be filled.

EXAMINATION OF \_\_\_\_\_

(For a position in Class 1, Schedule A.)

SUBJECTS.	Standing on Subjects.	Weight given to Subject.	Product of Weight and Standing.
Penmanship, . . . . .	80	4	320
Dictation, . . . . .	75	2	150
Copying rough draft, . . . . .	70	3	210
Orthography, . . . . .	85	1	85
Arithmetic, . . . . .	82	3	246
Composition, . . . . .	70	2	140
	—	15	1,151
General average standing, . . . . .	—	—	76 $\frac{11}{15}$



## EXAMINATION OF

(For a position in Class 2, Schedule A.)

SUBJECTS.	Standing on Subjects.	Weight given to Subject.	Product of Weight and Standing.
Penmanship, . . . . .	85	4	340
Dictation, . . . . .	90	2	180
Copying rough draft, . . . . .	96	3	288
Orthography, . . . . .	100	1	100
Arithmetic, . . . . .	80	3	240
Interest and Discount, . . . . .	75	2	150
	—	15	1,298
General average standing, . . . . .	—	—	86 $\frac{8}{15}$
<i>Optional Subjects.</i>			
Ornamental writing, . . . . .			80
Stenography, . . . . .			92
Book-keeping, . . . . .			85

## EXAMINATION OF

(For position in Schedule B.)

SUBJECTS.	Standing on Subjects.	Weight given to Subject.	Product of Weight and Standing.
Penmanship, . . . . .	70	2	140
Copying, . . . . .	80	2	160
Clearness and Correctness of Statement, . . . . .	75	3	225
Experience, . . . . .	80	3	240
Arithmetic, . . . . .	70	2	140
Local Data; Duties, . . . . .	70	3	210
	—	15	1,115
Educational qualifications, . . . . .	—	—	74 $\frac{6}{15}$
Physical qualifications, . . . . .	—	—	85
	—	2	159 $\frac{6}{15}$
General average standing, . . . . .	—	—	79 $\frac{2}{3}$

It will be observed that the standing on each subject is multiplied by the weight given that subject, and the product placed in the third column; the sum of these products, divided by the sum of the weights, gives the general average standing.

23. The names of those found eligible shall be enrolled upon a register in form prescribed by the Commissioners.

24. Every paper in any examination, not formally certified by the examiners, will be signed with his initials in ink by each examiner who has reviewed and marked it.

25. Priority of date in examination will give no advantage in position on the eligible list.

26. The names of persons placed on the eligible list in Class 2 of Schedule A (the higher clerical service) may also, upon request in writing, be placed on the eligible list for positions in Class 1 of Schedule A, with the same standing.

Persons whose names are on the eligible list for the prison service of a city, and who are citizens of the United States and have resided in the Commonwealth during the year next preceding the date of their application, may, upon request, in writing, have their examination papers marked by the State Board of Examiners; and, if they are found qualified, their names may be placed on the eligible list for the prison service of the Commonwealth. Persons whose names are on the eligible list for the prison service of the Commonwealth, may, upon request in writing, have their examination papers marked by the Board of Examiners for the city in which they reside; and, if they are found qualified, their names may be placed on the eligible list for the prison service of said city.

All the applicants for promotion in the Boston Police Department who pass the regular examination in penmanship, orthography, composition, arithmetic and the duties of the office, shall be certified to the Police Board; and there shall be attached to the examination papers of each individual so certified the private report of his superior officers as to his efficiency and conduct as a member of the force, said report being marked "A," "B," or "C," according to its character. And in making selections for promotion from the persons certified, the greatest weight should be given to

the marking on said reports. Those who served in the military or naval forces of the United States in time of war, and received an honorable discharge therefrom, shall be indicated ; and such persons shall be preferred for appointment as provided in Clause 6, Rule XIX.

*Non-competitive Examinations.*

27. In cases where a non-competitive examination may be needed, either to test the capacity of applicants for any part of the service which requires peculiar information or skill, or to fill a position for which there are no suitable candidates on the eligible list, or for promotion, or temporary appointment, or otherwise, the Commissioners will provide for such examination. [See General Regulation No. 43.]

28. Applicants for non-competitive examinations shall fill out and make oath to the proper application paper (without certificates) ; but any person named by the appointing power under provisions of Clause 4 of Rule XIX. may file such paper at any time before entering upon his official duties.

29. The non-competitive examination shall conform, as nearly as practicable, in subject, questions and marking, to the competitive examination of the same grade.

*Special Examinations.*

30. Applications for any special examination must be made in the form prescribed by the Commissioners, and must be accompanied by certificates, as required in cases of ordinary applications.

31. Whenever a special examination is to be held, notice in writing, specifying the time and place of the examination, shall be sent to a suitable number of the applicants, in the order of their application, subject to Rule XIV., in time to permit their attendance.

32. Each special examination shall embrace the subjects approved by the Commissioners, after consultation with the head of the office concerned, or the Special Examining Board for such office ; and shall, so far as appropriate, be conducted under the general regulations, as to the marking of examination papers and the grading of persons examined.

33. A special record of applicants, and a special register

of eligible persons, shall be kept for each part of the service or office requiring special examinations; and when the Commissioners, or the proper Examining Board, shall be notified by the appointing officer of a vacancy in such part of the service, certification shall be made to him of the names of the three persons graded highest on the special list of persons eligible for the same.

34. In case competent special applicants do not apply, or do not appear for a competitive examination, after suitable notice, a non-competitive examination may be held in as near conformity as may be to the regulations provided for non-competitive examinations for admission to the service. For such examination, applicants on the general record and persons on the eligible list, whose application papers claim the special knowledge required, may be notified, and, if they appear, shall be examined, as if special applicants; but no person so examined shall forfeit his right to the general examinations, or lose his place on any eligible list by reason of his special examination.

#### GENERAL PROVISIONS.

35. In case any applicant makes any false statement for the purpose of securing an examination or preference, or has been guilty of bad faith or fraud, and in case *prima facie* evidence shall be presented to the Board of Examiners that any person on a record or register is, by reason of criminal or infamous conduct, not a fit person to be examined, marked or certified, it will be the duty of the Board to report upon the matter fully and promptly to the Commissioners; and the marking, grading or certification of such person shall be suspended, pending the action of the Commissioners upon the subject.

Upon such report to the Commissioners, or the production of any other evidence, the Commissioners will make the proper investigation and give appropriate direction to the Board of Examiners.

36. In case a person upon any register shall, by reason of ill-health or physical incapacity, in the judgment of the Commissioners become manifestly disqualified for the service for which he or she is registered, the Commissioners

may direct that such person be not certified; and the Commissioners must be informed by the proper examining boards of each case of such disqualification.

37. The applicant affected by such suspension, or refusal of an examination, may make complaint in writing to the Commissioners, who will take proper action thereon.

38. Persons whose names have remained on an eligible list one year, may, upon written application to the Board of Examiners, and satisfactory evidence in regard to health and other qualifications, be placed upon a new eligible list without further examination; or, if they desire to improve their standing, they may, at the end of the year, present a new application and be examined in order.

39. The Commissioners cannot advise persons as to vacancies in the service, nor furnish any information as to the duties, salaries, course of promotion, or other conditions of positions and offices, except such as may be found in printed regulations. No advice can be given as to the course of preparation that applicants should follow, nor can specimens of the examination papers be furnished.

40. Every application paper and accompanying certificates will remain on file in the office of the Commissioners or Boards of Examiners, and under no circumstances or conditions will the originals be returned to the applicant.

41. Whenever an officer, who shall have made a requisition to fill a certain number of vacancies, shall appoint to office a smaller number than that of the vacancies named by him, he shall not make the selection therefor from the whole number certified to him, but only from that number of names, standing highest upon said list, that would have been certified to him, had the requisition stated the number of vacancies which he actually filled. In case of doubt what that number would be, he will apply to the Commissioners for information before making selection.

42. A person so defective in sight, speech, hearing or otherwise as to be apparently disqualified for some of the duties of the service which he or she seeks to enter, may, after his or her name has been reached on the register, be certified from time to time in addition to the proper number

of names certified in the usual course; the nature of the defect to be noted plainly on the certification.

43. Non-competitive examinations shall, in the absence of any special regulations to the contrary, be conducted by the Chief Examiner, and the papers marked by him with the assistance of such persons as he may select.

## SPECIAL REGULATIONS

IN RELATION TO THE

### EMPLOYMENT OF LABORERS IN CERTAIN DEPARTMENTS OF THE CITY OF BOSTON.

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1. Men who seek employment as laborers in the several departments of the city of Boston, mentioned in Schedule C of the Second Division, appended to the Civil Service rules, shall apply for registration at the Civil Service Labor Office, in the basement of building No. 5 Pemberton Square, at such times as may be designated by the Commissioners. When the applicants for work as common laborers, or as skilled laborers or specialists, are, in the opinion of the Commissioners, sufficient to meet all probable demands for a period of six months or more, registration of the class for which the supply is sufficient shall cease, except in the case of persons who have served in the army or navy of the United States in time of war and received an honorable discharge therefrom, and who produce the requisite certificates as to character and capacity.

2. Each applicant must produce a certificate, signed by two reputable citizens of Boston, of his capacity for labor and his habits as to industry and sobriety; provided, however, that in the case of a person honorably discharged from the service of the city, a certificate by the officer under whom he served, of his capacity and good conduct, may be accepted, in the absence of evidence to the contrary, as sufficient. When the applicant desires to be registered for any other service in Schedule C than that of a common laborer, he will be required to produce a certificate from some competent

person, or persons, of his ability to do the special kind of work for which he alleges capacity, and for which he desires to be certified.

3. The registration clerk shall require each applicant to state, under oath, his name; residence; citizenship; age; number of persons depending upon him for support; his services, if any, in the army or navy in time of war; his present employment and past occupation, and such other facts as the Commissioners may deem necessary to show his capacity for labor and his habits as to industry and sobriety.

4. The clerk shall append to each statement a brief personal description of the applicant, and any notes that may serve to show his capacity for the service sought. Where the applicant appears to possess very superior physical qualifications, the fact will be noted. The certificates produced by each applicant shall be attached to his statement, and placed in an envelope bearing his name and number.

5. Before entering the name of any applicant on the register, such further inquiry may be made in regard to his character and capacity as the Commissioners may deem practicable or expedient.

6. When it shall appear from the evidence presented that an applicant is capable and of temperate and industrious habits, the clerk shall place his name on the register.

7. In case an applicant, who has made a sworn statement as hereinbefore provided, is found to be unfit or in any way disqualified to perform the service which he seeks, his name shall not be entered on the register, and the reason therefor shall be endorsed on the applicant's statement.

8. When the services of laborers are required in any department to which the rules apply, the head of the department, or other officer thereto duly authorized, shall make a requisition upon the Commissioners for the number of laborers wanted, specifying the kind of service for which they are wanted.

9. Upon the receipt of such requisition, the clerk, under the direction of the Commissioners, shall send to the officer making the requisition double the number of names called for, if the register contains so many, stating the following particulars in regard to each, namely: registration number,



name, residence, citizenship, age, number in family, service in army or navy in time of war, kind of labor for which he alleges capacity, references, and such other information as the Commissioners may direct.

10. In filling requisitions for laborers preference will be given, other things being equal, to those on the register who have had experience in city work, those who have served in the army or navy in time of war, and those having families depending upon them for support. The method of selection, where there are a large number of applicants of the same grade, will be by lot, or in such other equitable way as the Commissioners may from time to time determine. When the service calls for men possessing superior physical qualifications, the officer making the requisition will so state; and the selection will, so far as practicable, be made from those marked at the time of registration as possessing such qualifications.

11. Whenever the Commissioners shall be unable to fill a requisition for laborers, and shall, under clause 4, Rule XXX., certify such fact to the officer making the requisition and permit him to make the selection himself, the laborers so selected shall present themselves at the Civil Service Labor Office, No. 5 Pemberton Square, for registration in the manner and under the condition prescribed for those seeking employment, as set forth in Special Regulations in relation to the employment of laborers; *provided*, that the Commissioners may, by vote, suspend this regulation in emergencies when, in their opinion, the good of the service shall require such action.

12. Whenever an officer, who shall have made a requisition for a certain number of laborers, shall employ a smaller number, he shall not make the selection therefor from the whole list certified to him, but only from the number of names standing first upon said list double the number he shall actually employ.

13. When the head of the department or other officer has selected and employed such of the persons named on said list as he may require, he shall forthwith return to the Commissioners' office a list of the persons so selected, stating the kind of work for which they have been employed. In case

any of the persons certified fail to respond to the call of the head of the department, or other officer, or decline the employment offered, or withdraw from the service without good cause, the registered numbers of such persons shall be returned to the Commissioners with a statement of the facts; and the names of such persons shall be taken from the register unless a satisfactory explanation of the failure or refusal to work is given.

14. Laborers cannot be transferred from one department to another except in special cases where the Commissioners are unable to furnish from their eligible list persons possessing the qualifications required; but no transfer shall be made without the consent in writing of the head of the department from which the transfer is requested.

15. When a laborer in any of the departments coming within the rules is discharged or dropped from the pay-rolls, a certificate of the fact shall be sent to the Commissioners, on a form provided therefor, stating the name of the person, his registration number, the date of his employment, the kind of work on which he was employed, the date of his discharge, the cause, and whether his conduct and work have been satisfactory.

16. If the person so discharged or dropped desires to have his name restored to the register, he can apply at the registration office; and if it appears that his conduct and work have been satisfactory, and that he is a man of good habits and able-bodied, it will be done.

17. When a person is discharged from the labor service for "loitering," "incompetence," "unsatisfactory work," or any equivalent cause, unless the charge is disproved, he shall not be eligible for registration again for a period of at least six months from the date of such discharge. At the end of that time he can apply for registration on the same basis as other citizens; and, in case he is registered, he shall not be eligible to certification to the department from which he was discharged except with the written consent of the head of that department. When a person is discharged from said service for "intoxication," and the charge is not disproved, he shall not be eligible for registration again for a period of at least a year from the date of such discharge, and

his registration then will be subject to the conditions hereinbefore prescribed for men discharged for "incompetency," etc. In case a person is discharged a second time for any of the causes named, he shall not be eligible for registration again, except by special vote of the Commissioners.

## RULINGS OF COMMISSIONERS.

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### I. RULINGS UPON CONSTRUCTION OF THE CIVIL SERVICE ACT.

1. "*Shall supervise the administration of the rules.*" [Civil Service Act, sect. 2.] The jurisdiction conferred by the Act upon the Civil Service Commissioners is to prepare Civil Service rules and supervise their administration. They are not required to supervise the administration of those provisions of the Civil Service Act which have force and effect wholly separate and apart from the rules.

2. "*May be given a general or a limited application.*" [Civil Service Act, sect. 14.] Their limitation may be geographical or subjective. The rules may be applied to certain cities and to certain classes of public offices. (See Opinion of Justices of Supreme Judicial Court, 138 Mass. 601.)

3. "*In time of war.*" [Civil Service Act, sect. 14, clause 6; and Rule XIX., clause 6.] Actual service under General Custer against the Indians held to give preference.

4. "*Elective*" [Civil Service Act, sect. 15] means elective by the people. It does not refer to the method by which the appointment is made.

5. "*Subject to confirmation*" [Civil Service Act, sect. 15] includes officials elected by the confirming body.

6. "*Officers for the faithful,*" etc. [Civil Service Act, sect. 15], does not include ordinary cases, where the official gives a bond simply for the faithful discharge of the duties of his office, and his responsibility for the fidelity and good conduct of his subordinates is not specified.

7. "*Chief superintendents and marshals of Police departments.*" [Id.] Assistant or deputy marshals are not included in this exemption. They are not within the language or intention of the exemption. The word "chief" is used here as an adjective, meaning the "principal." (See report for 1886, page 96.)

8. "*They may designate persons in the official service.*" [Civil Service Act, sect. 20.] This does not exclude private citizens.

## II. RULINGS UPON CONSTRUCTION OF THE RULES.

9. *Age Limit.*—The limitation as to the age of applicants for positions on the East Boston ferries, in which physical qualifications are necessary, is the same as for prison guards, district police, and police in other cities than Boston; namely, not less than twenty-two nor more than forty years of age, except in the case of men who served in the late war.

10. *Increase of Age.*—A person examined and found eligible for appointment on the police force of Boston is not rendered ineligible by reason of increase of age between the date of filing his application and the end of the year in which his name is allowed to stand on the eligible list.

11. *Alien Women.*—A woman who is not native born, and who has never been naturalized, is not a citizen of the United States within the meaning of clause 1, Rule VII., unless her parents were native born, or were naturalized during her minority.

12. *Loss in Height of Veteran.*—In the case of an applicant for appointment in the police force of a city, who had served in the late war, and who fell below the standard

for height, it appeared by the army measurements at the time of his enlistment that he was of the required height, five feet eight inches; but, through the hardships of the service and the increase in age, he now measured only five feet seven and a quarter inches:

Held, that, under the provisions of Rule XIX., clause 6, giving preference to persons who served in the army or navy in time of war, the physical disability referred to does not render him incompetent to perform the duties, and is therefore not a bar to his admission to the service.

13. "*Sixty-five percentum of complete proficiency in the first three subjects.*" [Rule XVI., clause 3.] Under this rule, to determine whether an applicant has obtained the required percentum, the average of all the papers upon each subject must be taken, and the relative weights applied.

14. *Test of Eligibility.*—The result of the written examination does not of itself give the right to be placed upon the eligible list; but in all cases of exclusion, where the applicant has obtained sixty-five per cent., the reason of the exclusion shall be made a matter of record. (See clause 6, Rule XVI.)

15. "*Persons may be certified more than three times.*" [Rule XXIV.] This does not apply to a person who, at the time of certification, is not one of the three highest on the eligible list, and the rule does not in any case enlarge the number of persons to be certified.

16. *City Marshal appointed Police Officer.*—The City Marshal of Worcester, holding an appointment as a police officer of the city, independent of his appointment as City Marshal, so that his removal from or suspension in the latter office would not vacate his warrant as a police officer, can be reappointed a police officer at the expiration of his term without examination, in the same manner as other regular police officers within the classified services.

17. *Appointment after Dismissal.*—A person who was in the service when the Civil Service rules went into opera-

tion, and who afterwards resigned or was dismissed without any fault or delinquency, cannot be restored to the service without examination.

18. *Reappointment after Previous Service.* — In those departments of the State or the cities where the services of clerks are required during only a part of the year, the persons who have been heretofore employed in such service may be re-employed for the same service without being certified under the rules; provided, always, that the employment is as continuous and prolonged as its nature will permit. There is clearly a distinction to be made between such service and the permanent service. While the former furnishes a proper basis for reappointment for the same position, it does not establish such a relation to the service as would justify transfer or promotion to a permanent position without examination, as provided in clause 5 of Rule XXVIII.

19. *Transfer.* — Persons in the public service, in positions not included within the Civil Service rules, cannot be transferred, under the provisions of Rule XXVI., to a position in the classified service. They can apply for examination on the same basis as those not in the service, and, if they secure a place on the eligible list, will be certified, with others, on their average standing.

20. *Temporary Service.* — When a requisition is made to fill a vacancy in any permanent position included in Schedule A, and a person certified and appointed under the Civil Service rules is performing temporary service in the office or department from which the requisition is made, such person shall, for all purposes of certification, be deemed on the eligible list.

21. *Transfer for Temporary Service.* — A person who has been employed during the year in temporary clerical service in the Assessor's office may be transferred, without examination, for temporary clerical service in the office of the Registrars of Voters, provided his name appears upon the roll in this office as one of the temporary clerks in the Assessor's office, and the transfer is made in accordance with the provisions of Rule XXVI.

22. *Transfer.* — A person in the prison service of a city can be transferred to a position in the prison service of the Commonwealth, upon the request of the head of the institution desiring his services, and the consent of the head of the institution where he is employed at the time.

23. *Reappointment under Board of Health.* — Persons in the employ of the Health Department of the Board of Health, Lunacy and Charity, at the time of the organization of the Board of Health of the Commonwealth, can severally be reappointed to perform the same or similar duties under the latter board, without examination under the Civil Service rules.

24. *Special Police Officers from Eligible List.* — Special police officers who have been appointed from the eligible list, although having a permanent appointment, are, by reason of the intermittent nature of their service, entitled to be retained on the eligible list for appointment as regular police officers.

25. *Local Ordinances and Regulations.* — The Civil Service Commissioners will take cognizance of local ordinances and rules and regulations in regard to the age, residence and citizenship of persons appointed to or employed in any position in the classified service, in the several cities of the Commonwealth, provided that such local ordinances or rules or regulations are not contrary to the Civil Service rules approved by the Governor and Council.

26. *Fire Department of Boston.* — Applications for appointment in the call force and permanent substitutes of the Boston Fire Department may be made at any time on the blanks prepared by the Civil Service Commissioners. Examination for this part of the service is open to all male residents of Boston between twenty-two and thirty years of age, not less than five feet four inches in height, with minimum weight and minimum circumference of chest, as prescribed in the physical examination paper.

Call substitutes can be appointed by the Fire Commissioners, without the intervention of the Civil Service Commis-



sioners ; but such substitutes cannot be appointed in the call force, or as permanent substitutes, without undergoing competitive examination of the same character as that required for admission to those branches of the service.

In competing with those who have not had experience, the call substitute has an advantage, as great weight is given in the examination to experience and knowledge of the duties. There is, therefore, an adequate inducement to serve as a call substitute, because it greatly promotes the chances of success in the examination for the more permanent service.

Admission to the regular force of the department, as distinguished from the call force and the permanent substitutes, is confined to those under forty years of age, serving in the call force and as permanent substitutes, who pass highest in an open competitive examination. Application for these examinations will be received at any time. In these examinations the greatest weight is given to experience and knowledge of the duties of a fireman.

Permanent substitutes are, for the purpose of a competitive examination, put in the same class as the call force, for two reasons, namely : first, it gives every man an equal opportunity to compete for appointment in the regular force ; and, second, it affords an opportunity to recruit the regular force from persons living in the central portion of the city, where there are no members of the call force.

Those who pass the competitive examinations for admission to the call force, the permanent substitutes and the regular force will be sent before the city physician for a physical examination, first getting a certificate of weight and height from the officer in charge of the apparatus repair shop, on the corner of Albany and Bristol Streets.

All assignments for duty in the regular force, in positions below that of assistant foreman, will continue to be made by the Fire Commissioners, without the intervention of the Civil Service Commissioners.

When an assistant foreman is to be appointed, the Fire Commissioners shall select a member of the department for promotion, and send him before the Civil Service Commissioners for a non-competitive examination ; or the Fire Commissioners may (under Rule XXXI.) request the Civil

Service Commissioners to hold a competitive examination of all applicants for the particular position.

Promotion above the grade of assistant foreman, to positions coming within the Civil Service rules, is to be made in the manner herein described for promotion to the rank of assistant foreman.

### III. RULINGS UPON CLASSIFICATION OF THE PUBLIC SERVICE.

27. *Experts in Bureau of Statistics of Labor.*—The experts and special investigators, employed from time to time for temporary service in the Bureau of Statistics of Labor, are not included in the present classified service of the Commonwealth.

28. *Assistant Superintendent of Lyman School.*—The office of Assistant Superintendent of the Lyman School for Boys at Westborough is not within the present classified service.

29. *Indexer of Public Statutes.*—The person annually appointed, under chap. 238 of the Acts of 1882, to prepare tables for publication in the "Blue Book," showing the annual changes made in the Public Statutes and in all subsequent general legislature, is not within the classified service.

30. *Analysts and Chemists.*—The analysts and chemists provided for by chap. 263 of the Acts for 1882, relating to the adulteration of food and drugs, are not included in the classified service. The inspectors provided for under the same statute are within the classified clerical service.

31. *Treasurer of Overseers of the Poor.*—Owing to the peculiar qualifications required of the Treasurer of the Overseers of the Poor in Boston, it was held that the office does not come within the provisions of Rule V., clause 3, defining the clerical service, and therefore is not within the classified service.

32. *Assistant Assessors.* — First and second Assistant Assessors of Taxes in Boston are not within the classified service, as the duties of the office do not come within either of the classes mentioned in Rule V.

33. *Watchmen.* — Watchmen for night service, appointed under authority of a city ordinance by the Mayor and Aldermen, and paid by the city, are held to be members of the regular police force of the city, within the Civil Service rules.

34. *Superintendent of Pier.* — The person in charge of the pier at the Marine Park in South Boston is within the classified service, and comes under the head of Park Police and Watchmen, Schedule B, Class I.

35. *Ship-Joiners in Boston Service.* — Ship-joiners employed by the city of Boston are held to be day-laborers performing service for the city under the Civil Service rules.

36. *Boys.* — Laborers employed as boys and receiving boys' pay are not within the classified labor service.

## OPINION OF THE JUSTICES TO THE HOUSE OF REPRESENTATIVES.

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The Statutes of 1884, chap. 320, providing for the appointment of commissioners to make rules for the selection of persons to fill offices in the government of the Commonwealth and of the several cities thereof, which are required to be filled by appointment, and for the selection of persons to be employed as laborers or otherwise in the service of the Commonwealth and of the several cities thereof, and to supervise the administration of such rules, is constitutional; and the Legislature may provide a penalty for the violation of such rules; and may give them a general or limited application.

The following order was passed by the House of Representatives on February 10, 1885, and transmitted by the Speaker to the Justices of the Supreme Judicial Court, who, on February 24, returned the answer which is subjoined:—

*Whereas*, The Legislature of 1884 passed an act entitled “An Act to improve the Civil Service of the Commonwealth and the cities thereof; and,

*Whereas*, The Commissioners appointed under said act have prepared certain rules, herewith submitted, which, having been approved by the Governor and Council and duly published, are, by the terms of said act, soon to go into operation; and,

*Whereas*, This House has pending before it a bill appropriating six thousand five hundred dollars to defray the expenses of said Commissioners in the supervision of the administration of the rules aforesaid, a substantial portion of which sum is to be expended by said Commission in the administration of certain of said rules, which have been given a limited application; and,

*Whereas*, This House, before making any further appropriations for the purposes of the Civil Service Commission appointed under said act, desires to be advised as to the constitutionality of certain provisions of said act and said rules; therefore, it is

*Ordered*, That the opinion of the Justices of the Supreme Judicial Court be required upon the following important questions of law, viz.:

*First.* Are the provisions of said act, which authorize said Commissioners to prepare rules for the selection of persons to fill certain offices named in section 2 of said act, which provide for a penalty for the violation of said rules when established and published, as required by said act, and which provide that said rules may be given a general or limited application, constitutional?

*Second.* Are the rules prepared by said Commissioners and approved by the Governor and Council, and published as required by said act, a legal exercise of power lawfully conferred?

*Third.* Are the rules which are made applicable to the city of Boston only, valid?

The undersigned, Justices of the Supreme Judicial Court, have considered the questions proposed in the order of the Honorable House of Representatives of the tenth day of February instant, and respectfully submit the following opinion:—

The Constitution, in the fourth article of the first chapter of "The Frame of Government," confers upon the General Court full power and authority to make all manner of wholesome and reasonable laws not repugnant to its provisions, to provide for the naming and settling all civil officers not provided for in the Constitution, and to set forth the duties, powers and limits of such officers. In the exercise of this power, the Legislature has the right to prescribe the qualifications of all officers and servants of the public not provided for in the Constitution.

From the nature of the case, the duty of determining and ascertaining the qualifications of such officers and servants cannot be performed directly by the Legislature, but must be delegated to some officers or agents. It has been the constant and necessary practice of the Legislature to confer the power of appointing such subordinate officers and servants upon some superior officers of the State, or upon the authorities of the cities or towns, leaving the question of the qualifications of the persons to be appointed entirely to the discretion of the appointing power.

The object of the statute before us is to provide for a Board of Commissioners, who shall make rules for the selection of persons to fill such offices in the government of the Commonwealth, and of the several cities thereof, and supervise the administration of such rules. We think the Legislature has the constitutional right to provide for the appointment of such Commissioners, and to delegate to them the power to make rules not inconsistent with existing laws, to guide and control their discretion and the discretion of the

officers of the State or of the cities in whom the appointing power is vested. This is not a delegation of the power to enact laws; it is merely a delegation of administrative powers and duties, and there is no provision of the Constitution which prevents the Legislature from enacting that such rules, when duly made, shall be binding upon the officers and citizens to whom they apply, and that they may be enforced by suitable penalties, as provided in the last section of the statute.

The provisions of the fourteenth section of the statute, that the rules "may be given a general or a limited application," is not open to any constitutional objection.

The power of the Legislature to make or to authorize local laws for the administration of local affairs is beyond question. It has the right to make local laws to meet the peculiar exigencies of any part of the community. The qualifications required to fill an office in one place may be different from those required for a similar office in other places, and different rules of examination may be required. We have no doubt that the Legislature, or the Commissioners acting under its authority, can make valid rules for the city of Boston differing from those which are found to be reasonable and wise in other localities.

We do not suppose it was the intention of the House to require us to examine every one of the numerous rules made by the Commissioners, and to give an opinion upon the validity of each. The preamble of the order states that the House "desires to be advised as to the constitutionality of certain provisions of said act and said rules." We interpret the second and third questions, therefore, as designed to ask whether it is a legal exercise of power, lawfully conferred, for the Commissioners to make rules consistent with existing laws, and whether they can make rules applicable only to the city of Boston. With this understanding of their scope of the questions, we answer each of the three questions in the affirmative.

Mr. Justice Colburn has been prevented by illness from considering the questions proposed, and therefore does not join with us in the opinion.

MARCUS MORTON.  
WALBRIDGE A. FIELD.  
CHARLES DEVENS.  
WILLIAM ALLEN.  
CHARLES ALLEN.  
OLIVER WENDELL HOLMES, JR.

## MESSAGE OF THE GOVERNOR VETOING THE SOLDIERS' EXEMPTION ACT.

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EXECUTIVE DEPARTMENT, BOSTON, June 21, 1886.

*To the House of Representatives.*

A bill entitled “An Act giving preference in appointments to office to honorably discharged soldiers and sailors without Civil Service examinations,” has been laid before me for revision.

After much thoughtful deliberation, I am constrained to withhold my approval of the bill, and I therefore return it, with a statement of objections, to your honorable body, in which it originated.

The General Court of 1884 enacted a statute to improve the Civil Service of the Commonwealth and the cities thereof. Under its provisions Commissioners were appointed and rules adopted and approved. Examinations have been held for a great variety of offices and employments, and the selections made thereupon have proved satisfactory to a very high degree. Prominent officials of the State and of the cities, members of both the great political parties, some of whom doubted at the outset the wisdom or efficiency of such legislation, have testified openly to the excellent results secured under the law and through its administration by the Commission. If there has been a single instance of favoritism or of partisan interference or bias on the part of the Commissioners, or any one of them, or if any applicant has been denied an equal and fair chance with all other competitors in the test of fitness, information of the fact has not reached me.

Though it has not been my duty so to do, I have looked into the character and method of examinations, and found

them notably free from pedantry and adapted in a most reasonable degree to the requirements of the various positions. No tests, competitive or otherwise, can be infallible, but the aim is, as it should be, to find the fittest person to perform certain specific duties which the public are interested to have done promptly, faithfully and capably. I have noticed, as you have undoubtedly, statements that certain questions, ridiculously inappropriate, have been actually put at the examinations; but such reports are founded, as you know, in misapprehension and misinformation, to say the least, and are absolutely unworthy of serious consideration.

When special qualifications and experience are required, as is often the case, the examination is directed so as to test them; but the examinations vary according to the kinds of duties to be performed. For instance, applicants for clerical positions and those for labor service are not put to the same tests. It would be absurd so to do. For ordinary labor service, applicants are not required to read or write; they must produce satisfactory evidence that they have sufficient capacity to work, and that they are of industrious and sober habits. No fair-minded person will complain of such requirements.

The principles embodied in the law now in force underlie the laws on this subject operative in the national government and in the State of New York. So completely does the system of reform thus established commend itself to the great body of the people whose trusts the public offices and employments are, that neither of the great political parties has failed to approve the advance thus secured, or to deprecate a return to the old method of spoils distribution. With the law working so effectively and smoothly, and sustained by so strong and unqualified support in public sentiment, I cannot participate in any measure that shall tend to the impairment of the system. If any amendment of the law is to be made, it should be to strengthen, conserve and extend its power, not to undermine or weaken it in the least. I believe Massachusetts wants the law to stand unchanged, except upon the highest considerations of the public good some modification in harmony with the general purpose be demanded.

The enemies of Civil Service reform who do not dare to



make open attack, and who know that an attempt for a repeal would end in crushing defeat, will have gained all they desire if, by indirection and in ambush behind sentiments of loyalty and gratitude, they have secured a virtual destruction or condemnation of the system. But the members of the General Court, who appreciate accurately the dominant public sentiment, cannot sustain or promote such a purpose. I beg most respectfully to emphasize the importance of resisting an attempt to tear down by piecemeal the system in response to a claim, unfounded and unsupportable, as I believe it is, that full and just recognition is not secured to the veterans of the late civil war.

The proposed bill is certainly not needed to express the gratitude of Massachusetts for patriotism and sacrifice. That record is unmistakable. Least of all, will the great body of the veterans of the late war, now pursuing all over the Commonwealth the callings and industries of peaceful citizenship, regard the fate of the pending measure as significant of the public appreciation of their services and their patriotism.

If I could discover any substantial reason to believe that injustice is done in the administration of the present law to the patriotic heroes who served in the army or navy of the United States in the time of the rebellion, I could not hesitate a moment to unite with you to right the wrong; but such is clearly not the fact. While the United States law has given preference only to those disabled in the service, our own Commonwealth compels the appointing officers to put the veteran into the public service ahead of all others of equal fitness. And the veterans are not unequal to the prescribed tests of examination. Reference to the public records will demonstrate that they have excelled, and have received appointment because of their superior merit. There is no escape from the facts. It is not true that only the young man fresh from school or college can succeed in the competitive trial, or that the experience of the soldier unfitted him to cope with those who followed the vocations of peace. During the fourteen months since the Civil Service rules went into operation,—that is, from March 30, 1885, to June 1, 1886,—373 appointments have been made under

the rules to positions above the labor service. Taking out the appointments to positions for which the veterans would not under any circumstances be available (for reasons stated hereafter), namely, the police and fire service in Boston, and the clerical service for which women were wanted, there were 224 appointments to positions to which the veterans were eligible. And it appears from the records that in the examinations for these positions a larger percentage of the applicants who were veterans passed than of all others, and that in the matter of certification and appointment the veterans also had advantage. For substantiation of these statements the official reports of the Commission are open to all who seek them, and there is no call in this connection for specific detail of figures. In the labor service of Boston, if the applicant is a veteran, the preference in his favor is almost an absolute guaranty that if any person is to be set to work he will be taken first, *provided only*, that he is able to work and is of sober habits.

It has been again and again asserted that the Civil Service law excludes veterans because of their age. That is an absolute error. The only positions in the present classified service from which persons are debarred by limitations of age are in the police and fire departments of Boston, and in those departments they were debarred by the age limit before the Civil Service law was passed. In this respect and as to this service, the opportunities of the veteran have not been affected in the least. To no other position or employment does such limit apply. Besides, this limitation is fixed by local and municipal regulation, and the law of the State and the rules of the Civil Service Commissioners are in no way answerable or responsible therefor. As the bill before me is not mandatory, but only permissive, it is plain that the heads of the said city departments will adhere to their original rules, which were adopted upon mature consideration and solely with a view to secure the most efficient service, and therefore the veterans would be assured no advantage or benefit in this regard were the bill to become a law.

As to favoring veterans in the matter of physical capacity, the rules in force go as far as the provisions in the proposed bill. Rule XIX., clause 6, says: "Persons thus preferred"

—(namely, the veterans)—“shall not be disqualified from holding a position in the Civil Service on account of any physical disability, provided such disability does not render them incompetent to perform the duties.”

The mistaken idea seems to prevail to some extent that, except for the Civil Service law, every veteran in the Commonwealth who desired public office or employment could at once secure the gratification of his wishes. But could he do so before the law was enacted? As a fact, the places are not sufficiently numerous. And it is no discredit to the veterans to say that very few of them really seek or desire public employment. Consider how limited the application of the law really is. It affects only those offices and employments which are specified in the rules. It has nothing whatever to do with service for any of the towns, or with the labor service in any city, except Boston, or with any of the State offices to which appointment is made by the Governor with advice of the Executive Council. To all these admission is now gained as freely as before the statute was passed, and could not be in the least facilitated by the bill proposed. If, in answer to this argument, it be said that the alleged mischiefs of the pending measure must be therefore only limited, I reply that the act would be retrogressive, and would tend to create an opposition among appointing officers and boards to the Civil Service rules which has not before existed, and which might prove fatal to their enforcement.

Again, the bill allows the appointment of veterans outside the rules, without any report or record of the time or place of the service of the veteran so appointed. Any person, therefore, veteran or civilian, may be appointed outside the rules, without notice to the Commissioners, and the burden will be upon the latter to prove in a judicial proceeding that such appointee is not a veteran. In the higher positions in the classified service this may not be so difficult of proof, but in the labor service of Boston it would be wellnigh impossible to obtain positive knowledge of each of the hundreds of laborers who might be appointed outside the rules. The proposed bill, therefore, instead of conferring a benefit upon the real veteran, would be an instrument of wrong to him in the hands of unscrupulous and dishonest men.

There is another aspect which suggests abundant reason for disapproval of the bill. Permit appointments without competitive examinations, and it is at once possible for a partisan government, in a city, for instance, to discharge summarily clerks and employees who may be of the opposite political faith and associations, and fill their places with more agreeable partisans. True, veterans only can be thus used to supersede others, but it is equally true that just as deserving veterans, who perform excellent service and have valuable experience, may be decapitated. And this process may go on every time there is a change in the party character of the appointing officers. The real friends of the worthy soldiers and sailors cannot certainly desire to open the way to such injustice and demoralization. Under the competitive system it is no object to bring about a discharge for such a purpose, because the selection of a successor cannot be controlled to such ends. Facts have been brought to my knowledge which assure me that spoilsmen are waiting in hope that this bill may become a law, and their unworthy schemes then become possible. No amount or vigor of profession of gratitude or devotion to the veterans ought to avail to conceal these artful purposes, and it is no violent assumption that after such practices have been inaugurated worthy men of all parties, soldiers and civilians, will condemn the removal of the safeguards which now protect the merit system and guaranty to the veteran the enjoyment of the preference given him.

I have no doubt that the bill would fail to give that benefit to the veterans which its cordial and honorable supporters anticipate. Those who can pass the competitive tests will gain no advantage, and they average better on examination than others. No one argues that incompetent men should be selected. It would appear to be mistaken policy, not to say unfair discrimination, to authorize appointing officers or boards to ignore the rights of the veteran successfully undergoing the tests of examination by supplanting him by one who has not demonstrated his fitness, but through personal or party influence or for unworthy purposes receives the favor.

Other important considerations suggest themselves to me,

but I forbear to present them in this connection. In your reconsideration of the bill I respectfully urge you to sustain the reform in the Civil Service which is so successfully established. A legislative censure, or a legislative approval, will go far to determine its progress and permanence. The difference is plain between the administration of a law, sustained by the executive and legislative branches of the government, and the administration of the same law under a public belief that it has been discredited and emasculated.

GEORGE D. ROBINSON.

## CIVIL SERVICE COMMISSIONERS.

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CHARLES W. CLIFFORD, New Bedford.

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*Chief Examiner.*

HENRY SHERWIN, Jamaica Plain.

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*Secretary.*

WARREN P. DUDLEY, Cambridge.

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*Registration Clerk — Labor Office.*

GEORGE H. JOHNSON, Charlestown.

---

*Examiners.*

*For the Commonwealth Service.*

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D. FRANK KIMBALL.  
JOHN EDMUNDS.

*For the City of Fall River.*

MILTON REED.  
HENRY K. BRALEY.  
CHARLES J. HOLMES.  
EDWARD F. MURPHY.  
EDWARD HIGGINSON.

*For the City of Fitchburg.*

HENRY JACKSON.  
FRANCIS BUTTRICK.  
JOHN J. SHEEHAN.

*For the City of Gloucester.*

SYLVESTER CUNNINGHAM.  
SUMNER D. YORK.  
JOHN K. DUSTIN, JR.

*For the City of Haverhill.*

JOHN A. GALE.  
GEORGE H. CARLETON.  
IRA A. ABBOTT.

*For the City of Holyoke.*

JAMES RAMAGE.  
MICHAEL J. GRIFFIN.  
WILLIAM GROVER.

*For the City of Lawrence.*

CHARLES U. BELL.  
WILLIAM T. KIMBALL.  
PATRICK MURPHY.

*For the City of Lowell.*

CHARLES E. PAIGE.  
CHARLES H. CONANT.  
JOHN J. COLTON.

*For the City of Lynn.*

ALFRED A. MOWER.  
RUFUS KIMBALL.  
OWEN DAME.

*For the City of Malden.*

ALONZO P. MOORE.  
JOHN E. FARNHAM.  
HENRY E. TURNER, JR.

*For the City of New Bedford.*

GEORGE H. DUNBAR.  
DANIEL B. LEONARD.  
WILLIAM N. SWIFT.

*For the City of Newburyport.*

DAVID L. WITHINGTON.  
OLIVER B. MERRILL.  
JOHN F. YOUNG.

*For the City of Newton.*

LUCIUS G. PRATT.  
ARTHUR W. POPE.  
HENRY C. HAYDEN.

*For the City of Northampton.*

OLIVER WALKER.  
ARTHUR WATSON.  
J. H. DEMOND.

*For the City of Salem.*

JOSEPH P. FESSENDEN.  
A. AUGUSTUS SMITH.  
LEVERETT S. TUCKERMAN.

*For the City of Somerville.*

CHARLES S. LINCOLN.  
GEORGE I. VINCENT.  
HORACE C. WHITE

*For the City of Springfield.*

JOHN M. STEBBINS.  
CHARLES H. CHURCHILL.  
ALBERT T. FOLSOM  
HIRAM Q. SANDERSON.  
SAMUEL B. SPOONER.

*For the City of Taunton.*

JOHN H. GALLIGAN.  
GEORGE A. WASHBURN.  
ABNER COLEMAN.

*For the City of Waltham.*

LUMAN N. HALL.  
CORNELIUS MCCORMICK.  
HENRY S. MILTON.

*For the City of Worcester.*

ROBERT H. CHAMBERLIN.  
JAMES EARLY.  
FREDERICK W. SOUTHWICK.



## APPLICATION PAPER.

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DIRECTIONS. 1. All the statements in the application are to be made under oath or affirmation.

2. A false statement knowingly made in this paper, or connived at in any certificate which may accompany the same, is good cause for exclusion from the eligible list, or discharge during or after probation.

3. The application paper must be filled in the applicant's own handwriting.

4. Send application, after being filled out, if for service in the Commonwealth of Massachusetts or the city of Boston, addressed to the "Civil Service Commissioners, 5 Pemberton Square, Boston, Mass." If for local service in any other city, send application to the Chairman or Secretary of the Board of Examiners of the city in which the service is sought.

5. There is no limitation as to age for entering the service except in Schedule B. Applicants for appointment in classes 1 and 3, Schedule B (the prison and police service of the Commonwealth and of other cities than Boston), must not be less than twenty-two nor over forty years of age; provided, however, that this limitation as to age of applicants for positions in said classes 1 and 3 shall not apply to watchmen in public buildings and public institutions, or to persons who have served in the army or navy of the United States in time of war, and received honorable discharge therefrom. Applicants for classes 2 and 4 (the Boston police and fire departments) must not be less than twenty-two nor over thirty years of age. Applicants for appointment in classes 3 and 4, Schedule B (district and city police of other cities), must not be less than five feet eight inches in height, and weigh not less than one hundred and forty pounds. Applicants for appointment in class 2, Schedule B (the fire department of Boston), shall not be less than five feet four inches in height, and weigh not less than one hundred and twenty pounds.

6. The examination, if it shows the requisite capacity, will entitle the applicant to be placed on the register of persons found eligible to appointment.

7. No recommendations or certificates besides those provided for at the end of this blank will be received.

8. Applicants will be notified of the time and place of examination. They must give notice of any change of post-office address, or unwillingness or inability to attend the examination.

9. A failure to fill properly the blanks, or to send satisfactory certificates, will cause the application paper to be returned for correction. Applications which show that the applicants lack the qualifications as to age, health, etc., required by the rules, will be rejected, and the applicants notified.

10. Applicants will be notified of the result of their examination, and when appointed will receive notice from the appointing officer.

11. Those who pass the general examination for the clerical service under clause 3 of Rule 5, may be appointed to places with an annual compensation at the rate of \$800 or over, or, if they accept a position with a smaller compensation, may be promoted to positions with a higher compensation without further examination; but those who pass the limited examination, under clause 3 of Rule 5, must pass the general examination before being appointed to a place with an annual compensation at the rate of \$800 or more.

N. B. Every applicant for position in the police and fire departments, and in other departments where physical capacity is of prime importance, will be required, before being placed on the eligible list, to furnish, in addition to the certificates provided for in Rule 11, a certificate from a physician holding an official position, as provided in clause 2 of Rule 8.

Such certificate can be filed with the application paper, or after the result of the Civil Service examination is made known.

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## APPLICATION.

State clearly and distinctly the position or branch of service for which you wish to be examined, and whether it is in the service of the State or of a city:

If the application is for the clerical service, state whether you wish to take the general or the limited examination. See Directions, Sect. 11. *above.*

I declare the following to be facts concerning myself, viz.:—

(1) My full name is [state whether married or single]

(2) My post-office address is [give town or city, including street and number]

(3) My actual bona fide [legal] residence at this time is in [the town or city of]

(4) I have been a resident of the State of Massachusetts during the period of

(N. B. If a naturalized citizen, give date and court of naturalization.)

(5) I have been a resident of the [town or city of]  
during the past                years.

(6) My present occupation is

(7) To the best of my information and belief, I was born  
at                                on the                                day of                                , 18                                 
and I am therefore                                years of age.

(8) I am not “a person habitually using intoxicating beverages to excess,” nor a “vender of intoxicating liquors.”

(9) I have not been convicted of any offence against the laws of the Commonwealth during the past year.

(10) I believe and represent myself to be a person of good health, and without mental or physical incapacity or infirmity, of which I am aware, which in any way disqualifies me for a full discharge of official duty in the service which I seek to enter, except as herein otherwise stated.

[If you have any defect of sight, hearing, speech, or otherwise, so state.]

(11) My principal occupation or business and my place of abode during each of the last five calendar years were as follows:

[Fill the blanks against each year.]

PLACE OF ABODE, TOWN AND STATE.	OCCUPATION, BUSINESS, EMPLOYMENT, OR POSITION.
18 ,	;
18 ,	;
18 ,	;
18 ,	;
18 ,	;

I further declare the answers to the following questions to be true:—

(12) Were you ever examined for the public service of the United States, or any state or city? If so, when [giving month and year], where, for what branch and grade of the service, and with what result?

(13) Were you ever in the Civil Service? If so, state what service, when, at what place, and, if you have left it, the date and specifically the cause of leaving.

(14) Were you ever in the military or naval service of the United States in time of war? If so, state (1) in what regiment and company, or on what vessel you served, and the date and period of your service; and (2) whether you were honorably discharged; and (3) whether such discharge was by reason of disability resulting from wounds or sickness incurred in the line of duty?

(15) My education was received chiefly in the [here state in what school, academy, or college, and length of course]

(16) State any additional experience or attainments you possess, which, in your opinion, would be useful in the public service [as a knowledge of any art or science, of any foreign language, or of any business requiring skill.]

## COMMONWEALTH OF MASSACHUSETTS.

ss.:

On this            day of            , 188    , personally appeared the above-named applicant and made oath [or affirmation] that the handwriting in the above application paper is his own, and that the statements and answers therein contained, whether in writing or in print, are true to the best of his knowledge and belief.

Before me,

*Justice of the Peace.*

*The Civil Service Commissioners intend to hold examinations, from time to time as the needs of the service may require, in book-keeping, expert penmanship, stenography, type-writing, foreign languages and other supplementary subjects. If there is any particular subject in which you wish to be examined, please name it in statement 16.*

N. B. You must make oath or affirmation to this application before mailing it to the Commissioners or to the Board of Examiners. But before doing so, see that you have fairly answered every question applicable to you, and that all proper blanks are filled, as otherwise the application will be returned to you for correction and your examination may be delayed.

*The persons who sign the following vouchers are notified that they may be called upon to furnish further information concerning their knowledge of the applicant or to have the Certificates published for public information.*

## CERTIFICATES.

DIRECTIONS. (1) Not less than three nor more than five persons must certify to the character of the applicant, and Certificate No. 1 must be filled, as the other certificates refer to it. It is desirable that one of the certificates should be signed by a physician.

(2) They should be citizens of good character and standing in the community where they reside. If related to the applicant the relationship should be stated.

(3) The Civil Service act contains this language: "SECT. 5. That no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator, or member of the House of Representatives, Alderman or Councilman, *except as to the character or residence of the applicant*, shall be received or considered by any person concerned in making any appointment under this act."

(4) Each blank below must be filled *as accurately as practicable*.

1. I [being more than twenty-five years of age] have been a resident of \_\_\_\_\_ for \_\_\_\_\_ years last past. I am personally acquainted with \_\_\_\_\_, the applicant aforesaid; and I do state upon honor as follows:—

(1) That I have known said applicant well since \_\_\_\_\_

(2) That I have read the application of said applicant, and believe each of the statements made therein to be true.

(3) That said applicant has not, to my knowledge or belief, any physical or mental weakness or infirmity, unless that mentioned in his application, which would disqualify him for the service he seeks.

(4) That said applicant is, to my knowledge, of good character and capacity, and is of good repute in the community where he lives.

(5) That discreet men would have no good cause to refuse, and I would not refuse, to employ the applicant in private business by reason of his lack of any of the qualifications aforesaid.

(Signature.)

(Post office address.)

(Occupation.)

[The official paper contains four more forms.]

## EXAMINATION PAPERS.

## SCHEDULE A. — CLASS 1.

*Clerical Service.**First Subject :*

1. Writing from dictation, — about eighteen words a minute.
2. Copying rough draft of a letter containing interlineations, abbreviations, etc.
3. Spelling.

*Second Subject :*

1. Write in figures the following numbers : —  
     Seventy-six million forty thousand six hundred and one.  
     Twelve thousand seven hundred forty-five dollars and  
     thirty-seven cents.
2. Write in words the numbers expressed by the following  
     figures : —  $3,972,801\frac{7}{15}$   
                     17,496.76
3. Add these *across*, placing the totals in the space indicated.

						Totals.
39,754	42,961	31,843	57,615	3,748	83,453	
5,393	17,342	7,587	95,997	21,385	97,112	
18,746	94,875	38,475	19,462	29,861	31,979	
21,395	36,427	71,943	33,271	35,437	15,455	
97,411	8,570	17,876	45,961	98,296	77,855	
86,543	64,348	9,374	83,763	34,341	18,999	
17,471	32,976	83,297	32,972	75,462	32,656	
42,736	18,542	19,898	28,752	39,462	10,019	
18,294	23,019	17,677	47,631	22,890	91,469	
26,799	97,428	82,943	86,009	72,613	73,241	

4. The State Department bought 75 reams of paper, weighing  $8\frac{1}{2}$  pounds each, at 20 cents per pound; 26 dozen ink at  $\$2.37\frac{1}{2}$  per dozen; 20 dozen penholders at  $62\frac{1}{2}$  cents per dozen; 3 dozen boxes pens at  $87\frac{1}{2}$  cents per box. What was the total cost of the purchase? *Give the operation in full.*
5. The Auditor's Department expended  $\$1,156.25$  for blank books, at  $\$9.25$  per dozen. How many books were purchased? *Give the operation in full.*
6. Add together  $\frac{2}{3}$ ,  $1\frac{1}{2}$ ,  $\frac{5}{8}$ ,  $\frac{7}{16}$ . *Give the operation in full, using the lowest common denominator. Give the answer in mixed numbers.*  
Multiply  $5\frac{2}{3}$  by  $2\frac{1}{5}$ . *Give the operation in full.*
7. Add together 41.0708 and 11.9504. *Give the operation in full.*  
Multiply 5.049 by .7290. *Give the operation in full.*
8. A man bought 250 barrels of sugar, 210 pounds in each barrel, at  $7\frac{1}{2}$  cents per pound. He found 8 per cent of it worthless, and sold the balance for  $\$19.95$  per barrel. Did he gain or lose, and how much? *Give the operation in full.*
9. The annual tax on a piece of property, valued at  $\$9,600$ , amounts to  $\$134.40$ . What is the rate of taxation per thousand dollars. *Give the operation in full.*
10. By selling merchandise for  $\$18,570$  a merchant realized a profit of 4 per cent. If he had sold it for  $\$18,302.40$ , what per cent profit would he have made. *Give the operation in full.*

*Third Subject:*

Composition and punctuation. Writing a letter to some official, giving an account of the schools attended and the studies pursued by the applicant.

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SCHEDULE A. — CLASS 2.

*Clerical Service.*

*First Subject.*

1. Writing from dictation, — about eighteen words in a minute.
2. Copying rough draft of a letter containing interlineations, abbreviations, etc.
3. Spelling.

*Second Subject.*

- Write in figures the following numbers :—  
 Seventy-six million forty thousand six hundred and one.  
 Twelve thousand seven hundred forty-five dollars and thirty-seven cents.
- Write in words the numbers expressed by the following figures :—  
 $3,972,801\frac{7}{15}$   
 17,496.76
- Add these *across*, placing the totals in the space indicated.

						Totals.
39,754	42,961	31,843	57,615	3,748	83,453	
5,393	17,342	7,587	95,997	21,385	97,112	
18,746	94,875	38,475	19,462	29,861	31,979	
21,395	36,427	71,943	33,271	35,437	15,455	
97,411	8,570	17,876	45,961	98,296	77,855	
86,543	64,348	9,374	83,763	34,341	18,999	
17,471	32,976	83,297	32,972	75,462	32,656	
42,736	18,542	19,898	28,752	39,462	10,019	
18,294	23,019	17,677	47,631	22,890	91,469	
26,799	97,428	82,943	86,009	72,613	73,241	

- Add together  $\frac{1}{3}$ ,  $2\frac{1}{4}$ ,  $\frac{7}{8}$ ,  $\frac{5}{16}$ . Give the operation in full, using the lowest common denominator. Give the answer in mixed numbers.  
 Multiply  $7\frac{1}{5}$  by  $5\frac{1}{9}$ . Give the operation in full.
- Add together 41.0708 and 11.9504. Give the operation in full.  
 Multiply 5.049 by .6295. Give the operation in full.
- A woman bought 16 yards of silk at  $\$1.37\frac{1}{2}$  a yard,  $37\frac{1}{5}$  yards of cotton at 10 cents a yard, and 5 yards of velvet at  $\$3.25$  a yard. She gave in payment a  $\$50$  bill. How much money was returned to her? Give the operation in full.
- If a clerk receives  $\$1,500$  a year, and his expenses are  $\$968$ , in what time can he save enough to buy 28 acres of land at  $\$133$  an acre? Give the operation in full.
- A man bought 250 barrels of sugar, 210 pounds in each barrel, at  $7\frac{1}{2}$  cents per pound. He found 8 per cent. of it worthless, and sold the balance for  $\$19.95$  per barrel. Did he gain or lose, and how much? Give the operation in full.



9. The annual tax on a piece of property, valued at \$13,000, amounts to \$166.40. What is the rate of taxation per thousand dollars? *Give the operation in full.*
10. A sells merchandise to B and makes 20 per cent. profit. B sells the same merchandise to C for \$9,513 and makes 5 per cent. profit. What did the merchandise originally cost A. *Give the operation in full.*

*Third Subject.*

1. Find the interest on \$1,520 for 8 months and 15 days at the rate of 7 per cent. a year. *Give the operation in full.*
2. Find the simple interest on \$480 for  $5\frac{1}{4}$  years at  $2\frac{1}{2}$  per cent. per annum. *Give the operation in full.*
3. What will \$375 amount to in 2 years and 6 months at  $3\frac{1}{2}$  per cent. per annum, compound interest? *Give the operation in full.*
4. Find the bank discount and proceeds of a note for \$675 payable in 4 months, the rate of discount being 7 per cent. a year. *Give the operation in full.*
5. What is the amount of a note given for 4 months, not bearing interest, on which the bank discount, reckoned at the rate of 6 per cent. per annum, is \$31.98? *Give the operation in full.*

*Fourth Subject.*

Composition and punctuation. Writing a letter to some official, giving an account of the schools attended and the studies pursued by the applicant.

## SCHEDULE B. — CLASS 1.

*Prison Service.**First Subject :*

Writing down from memory the substance of matter orally communicated.

*Second Subject :*

The answers to the questions on this sheet will be marked as a whole under two heads, — EXPERIENCE, and CLEARNESS AND CORRECTNESS OF STATEMENT. *Any false statement made by the applicant in answering these questions will be regarded as good cause for excluding him from the eligible list, or for removal or discharge during probation or thereafter.*

1. State, in general terms, your occupation since you became of age, and any experience you may possess which will be of use, if you should receive an appointment in the prison service.
2. If you have ever served in the prison department in any capacity, or in any public office, state when, where, how long, whether you were ever discharged for cause, or requested to resign; and whether, while in office, you were ever complained of for violation of the rules of the office, or for any conduct unbecoming an officer; and, if such complaint was made, what action was taken thereon.
3. Have you ever been convicted of any offence against the laws of this or any other state or nation?
4. Have you ever been a dealer in intoxicating liquors, or a bar-tender? If so, when, where and for how long?
5. If you drink distilled or fermented liquors of any kind, state fully and definitely what your habits are in such use of them. If you are a total abstainer, state how long you have abstained.
6. Have you served in the army or navy of the United States, either in time of peace or war; and, if so, how long did you serve, and in what capacity, and did you receive an honorable discharge therefrom?
7. If you have ever served in the volunteer militia, name the regiment and company, and state how long and in what capacity you served, and whether you have been honorably discharged, been dismissed, have resigned or been asked to resign.
8. Have you ever had the handling of men either in public office or private employment?

*Third Subject :*

1. Write in figures the following numbers :  
Three thousand four hundred and two.  
Nine hundred forty-two dollars and three cents.
2. Write in words the numbers expressed by the following figures :  
5.976  
\$837.05
3. Add the following column of figures : —  
1,346  
927  
1,143  
3,079  
720  
1,976
4. From 34,212 subtract 18,976. *Give the operation in full.*
5. Divide 7,955 by 37. *Give the operation in full.*
6. Multiply 379 by 67. *Give the operation in full.*
7. If a man works twenty-four days at two dollars and twenty-five cents per day, how much money will he earn? *Give the operation in full.*

*Fourth Subject :*

Copying a printed statement.

---

SCHEDULE B. — CLASS 2. — *Fire Department of Boston.*

*For Admission to the Force as Call Man.*

*First Subject :*

Copying a printed statement.

*Second Subject :*

The answers to the questions on this sheet will be marked as a whole under two heads, EXPERIENCE, and CLEARNESS AND CORRECTNESS OF STATEMENT. *Any false statement made by the applicant in answering these questions will be regarded as good cause for excluding him from the eligible list, or for removal or discharge during probation or thereafter.*

1. State, in general terms, your occupation since you became of age, and any experience you may possess which will be of use, if you should receive an appointment in the fire service.

2. If you have ever served in the fire department in any capacity, or in any public office, state when, where, how long, whether you were ever discharged for cause, or requested to resign; and whether, while in office, you were ever complained of for violation of the rules of the office, or for any conduct unbecoming an officer; and, if such complaint was made, what action was taken thereon.
3. Have you ever been convicted of any offence against the laws of this or any other state or nation?
4. Have you ever been a dealer in intoxicating liquors, or a bartender? If so, when, where, and for how long?
5. If you drink distilled or fermented liquors of any kind, state fully and definitely what your habits are in such use of them. If you are a total abstainer, state how long you have abstained.
6. Have you served in the army or navy of the United States, either in time of peace or war; and, if so, how long did you serve, and in what capacity, and did you receive an honorable discharge therefrom?
7. If you have ever served in the volunteer militia, name the regiment and company, and state how long and in what capacity you served, and whether you have been honorably discharged, been dismissed, have resigned, or been asked to resign.
8. Have you ever had the handling of men, either in public office or private employment?

*Third Subject:*

1. Write in figures the following numbers :  
 Forty thousand three hundred sixty-four.  
 Four hundred four dollars twenty-two cents.
2. Write in words the numbers expressed by the following figures :  
 49,305  
 \$8,005.05
3. Add the following column of dollars and cents :  
 \$1,856.20  
 4,397.19  
 1,643.30  
 1,269.87  
 9,513.12  
 8,749.19  
 3,492.16  
 5,078.97
4. From 502,311 subtract 365,987. Give the operation in full.

2. Multiply 837 by 69. *Give the operation in full.*
6. Divide 23,871 by 73. *Give the operation in full.*
7. What will a man earn if he works thirty-one days at two dollars and twenty-five cents per day. *Give the operation in full.*

*Special Subject:*

1. Name the United States government buildings in the city, and give their exact location.
  2. Name the railways having passenger stations at the North End of the city, and give the exact location of the stations.
  3. Name the ferries running from the city, and give the exact location of the ferry houses.
  4. Give the names of the bridges running from the city proper to South Boston, and from the city proper to Charlestown.
  5. Name the lake and rivers from which Boston obtains its supply of water for fire and other purposes.
  6. What are the signals for the following alarms?  
First alarm.  
Second alarm.  
Third alarm.  
General alarm.  
Hook and ladder alarm.
  7. In your opinion, what particular qualities should a good fireman possess?
- 

SCHEDULE B.—CLASS 2.—*Fire Department of Boston.*

*Examination of Permanent Substitutes and Call Men for Appointment to the Regular Force.*

First and third subjects, the same as for admission to the force.

Second subject:—Writing a statement, in detail, of applicant's experience as a member of the Fire Department, giving date of first appointment, the positions he has held and the duties performed; and whether he has been personally mentioned in general or special orders for meritorious conduct.

*Third Subject:*

1. What officer has command of a fire before an Engineer or Assistant Engineer arrives?

2. Name the titles of officers of the Fire Department in the order in which they take rank.
3. How are the officers and men at an engine-house first notified of a fire?
4. What is the signal for a third alarm?
5. What is the signal for a general alarm?
6. What is the signal when a hook and ladder company is wanted?
7. Who has charge of the horses in the stables?
8. What are the provisions of the rule in relation to exercising the horses?
9. Name the officers and men composing an engine company of the permanent force.
10. Name the officers and men composing a hook and ladder company.
11. What are the duties of a fireman when detailed for street patrol?
12. For what offences can charges be preferred against firemen?

In examinations for promotion, the first, second and third subjects have been the same as for appointment to the regular force. The fourth subject has consisted of questions on the special duties of the position to which the officers have sought promotion.

## PHYSICAL EXAMINATION.

## SCHEDULE B. — CLASS 2.

*Fire Department of Boston.*

The applicant will fill out this portion of the blank.

Name,  
 Date of birth,  
 Occupation,  
 Have you any disease now?  
 What diseases have you had during the last seven years?  
 Have you varicose veins or hernia?  
 Do you know of any hereditary disease in your family?  
 If your parents, brothers or sisters, or any of them, are dead, of  
     what disease did they die?  
 Have you ever had fits?  
 Have you ever had any fracture or dislocation?  
 Have you ever received any injury to the head or spine?  
 Are you subject to piles?  
 Have you been vaccinated?  
 Have you ever had rheumatism?

*STATE THE EXACT Weight, A; Height, B; Circumference of Chest, C.	WEIGHT. A.	HEIGHT.		C.† At forced expiration, inches. On full inspiration, "
		B. Feet.	Inches.	
A. IS THE RESPIRING MUR- MUR clear and distinct over both lungs?	A.			
B. Is the character of the Respiration Full, Easy and Regular?	B.			
C. Are there any indications of Disease of the Organs of Respiration or their Appendages?	C.			
A. IS THE CHARACTER of the Heart's action Uniform, Free and Steady?	A.			
B. Are its Sounds and Rhythm Regular and Normal?	B.			
C. Are there any indications of Disease of this organ or of the Blood Vessels?	C.			
A. IS THE SIGHT GOOD?	A.			
B. Is the hearing good?	B.			
IS THE APPLICANT subject to Cough, Expectoration, Difficulty of Breathing, or Palpitation?				
A. ARE THE FUNCTIONS of the Brain and Nervous System in a Healthy State?	A.			
B. Has the Brain or Spinal Cord ever been diseased?	B.			
IF THE APPLICANT has had any serious illness or injury, state expressly what effect, if any, is perceptible in the heart, lungs, kidneys or other abdominal organs, or the skin, eyes, ears, limbs, etc.				

HAS THE APPLICANT any predisposition, either hereditary or acquired, to any constitutional disease, as phthisis, scrofula, rheumatism?	
DOES THE APPLICANT display any evidence of having, or having had Syphilis?†	
HABITS, use of stimulants and tobacco.	

<p>* The Examiners are called upon to pay special attention to the annexed schedule in determining the fitness of the applicant.</p> <p>† There should be a difference, at least, of two inches at forced expiration and on full inspiration. All examinations of the chest should be made on the bare body, and not through the clothing.</p> <p>‡ Syphilitic taint in the applicant must always be regarded as good cause of rejection.</p> <p>§ The height and weight are to be taken in ordinary dress. Obesity must be regarded as a good cause for rejection.</p>	<p>† Minimum circumference of the chest tolerable in applicants.</p> <table border="1"> <thead> <tr> <th colspan="2">HEIGHT.</th> <th>CIRCUMFERENCE OF CHEST.</th> </tr> <tr> <th>Feet.</th> <th>Inches.</th> <th>Inches.</th> </tr> </thead> <tbody> <tr><td>5</td><td>4</td><td>32</td></tr> <tr><td>5</td><td>5</td><td>32</td></tr> <tr><td>5</td><td>6</td><td>32½</td></tr> <tr><td>5</td><td>7</td><td>33</td></tr> <tr><td>5</td><td>8</td><td>34</td></tr> <tr><td>5</td><td>9</td><td>34½</td></tr> <tr><td>5</td><td>10</td><td>35</td></tr> <tr><td>5</td><td>11</td><td>35½</td></tr> <tr><td>6</td><td>-</td><td>36</td></tr> <tr><td>6</td><td>1</td><td>36½</td></tr> <tr><td>6</td><td>2</td><td>37</td></tr> <tr><td>6</td><td>3</td><td>37½</td></tr> <tr><td>6</td><td>4</td><td>38</td></tr> </tbody> </table>	HEIGHT.		CIRCUMFERENCE OF CHEST.	Feet.	Inches.	Inches.	5	4	32	5	5	32	5	6	32½	5	7	33	5	8	34	5	9	34½	5	10	35	5	11	35½	6	-	36	6	1	36½	6	2	37	6	3	37½	6	4	38	<p>STATURE AND WEIGHT. The stature shall not be below 5 ft. 4 in., nor the weight below that marked as its minimum accompaniment in the subjoined table.§</p> <table border="1"> <thead> <tr> <th colspan="2">HEIGHT.</th> <th>MIN. WEIGHT.</th> </tr> <tr> <th>Feet.</th> <th>Inches.</th> <th>Pounds.</th> </tr> </thead> <tbody> <tr><td>5</td><td>4</td><td>120</td></tr> <tr><td>5</td><td>5</td><td>125</td></tr> <tr><td>5</td><td>6</td><td>130</td></tr> <tr><td>5</td><td>7</td><td>135</td></tr> <tr><td>5</td><td>8</td><td>140</td></tr> <tr><td>5</td><td>9</td><td>145</td></tr> <tr><td>5</td><td>10</td><td>150</td></tr> <tr><td>5</td><td>11</td><td>155</td></tr> <tr><td>6</td><td>-</td><td>160</td></tr> <tr><td>6</td><td>1</td><td>165</td></tr> <tr><td>6</td><td>2</td><td>170</td></tr> <tr><td>6</td><td>3</td><td>175</td></tr> <tr><td>6</td><td>4</td><td>180</td></tr> </tbody> </table>	HEIGHT.		MIN. WEIGHT.	Feet.	Inches.	Pounds.	5	4	120	5	5	125	5	6	130	5	7	135	5	8	140	5	9	145	5	10	150	5	11	155	6	-	160	6	1	165	6	2	170	6	3	175	6	4	180
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### Remarks.

- [Where the person examined possesses physical qualifications of a *very superior character* the physician will so state under this head].

I, \_\_\_\_\_, hereby declare that I have returned true answers to the inquiries of \_\_\_\_\_ touching my personal and family health, history, habits and antecedents; and that I am the person described in the foregoing record of examination.



*Certificate of Examining Surgeon.*

I HEREBY CERTIFY that I have this day carefully and thoroughly examined, in accordance with the foregoing instructions, \_\_\_\_\_, and find that he is \_\_\_\_\_ sound in limb and body, is \_\_\_\_\_ able bodied \_\_\_\_\_ of robust constitution, has good eyesight and \_\_\_\_\_ good hearing, and in my opinion is physically qualified to sustain the labors and exposures, and perform the duties of a fireman \_\_\_\_\_ and that the above is a truthful record of the examination.

*City Physician.*

18 .

FORM APPROVED :

ALFRED F. HOLT, *Surgeon General.*

---

SCHEDULE B. — CLASS 3.

*Police of other Cities than Boston.*

*First Subject :*

Copying a printed statement.

*Second Subject :*

The answers to the questions on this sheet will be marked as a whole under two heads, — EXPERIENCE, and CLEARNESS AND CORRECTNESS OF STATEMENT. *Any false statement made by the applicant in answering these questions will be regarded as good cause for excluding him from the eligible list, or for removal or discharge during probation or thereafter.*

1. State, in general terms, your occupation since you became of age, and any experience you may possess which will be of use, if you should receive an appointment in the police service.
2. If you have ever served in the police department in any capacity, or in any public office, state when, where, how long, whether you were ever discharged for cause, or requested to resign ; and whether, while in office, you were ever complained of for violation of the rules of the office, or for any conduct unbecoming an officer ; and, if such complaint was made, what action was taken thereon.

3. Have you ever been convicted of any offence against the laws of this or any other state or nation?
4. Have you ever been a dealer in intoxicating liquors, or a bar-tender? If so, when, where and for how long?
5. If you drink distilled or fermented liquors of any kind, state fully and definitely what your habits are in such use of them. If you are a total abstainer, state how long you have abstained.
6. Have you served in the army or navy of the United States, either in time of peace or war; and, if so, how long did you serve, and in what capacity, and did you receive an honorable discharge therefrom?
7. If you have ever served in the volunteer militia, name the regiment and company, and state how long and in what capacity you served, and whether you have been honorably discharged, been dismissed, have resigned or been asked to resign.
8. Have you ever had the handling of men, either in public office or private employment?

*Third Subject :*

1. Write in figures the following numbers : —  
 Fourteen thousand one hundred and one.  
 Nine hundred forty-two dollars and three cents.
2. Write in words the numbers expressed by the following figures : —  
 5,976  
 \$837 05
3. Add the following column of dollars and cents : —
 

\$6,785	17
3,296	43
7,436	18
2,299	16
4,828	97
1,297	82
4,056	27
4. From 34,212 subtract 18,976. *Give the operation in full.*
5. Divide 24,450 by 75. *Give the operation in full.*
6. Multiply 379 by 67. *Give the operation in full.*
7. If a man works thirty-one days at two dollars and twenty-five cents per day, how much money will he earn? *Give the operation in full.*

*Fourth Subject:*

1. In what county is this city?
2. Where is the county jail?
3. Give the exact location of the city hall.
4. Give the exact location of police headquarters.
5. What newspapers are published in this city?
6. Give the exact location of the post-office.
7. Name the public squares in this city.
8. Where is the police court held?
9. Name the river, lake, pond or other source from which the supply of water for this city comes.
10. What do you consider to be the principal duties of a police officer.

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## PHYSICAL EXAMINATION.

### SCHEDULE B. — CLASS 3.

- Name, Age,  
 Residence,  
 Circumference of chest after forced expiration,  
 \* Circumference of chest after full inspiration,  
 Is the respiratory murmur clear and distinct?  
 Is there any indication of disease of the organs of respiration?  
 Is the action of the heart regular?  
 State the quality of the respiration,  
 State the quality of the pulse,  
 † Is the sight good?  
 † Is the hearing good?  
 Has the applicant hernia, or varicose veins?  
 Has the applicant ever been vaccinated?  
 Has the applicant ever had a fracture or dislocation, or any serious injury to the eyes, ears or limbs?  
 Has the applicant piles or *fistula in ano*?  
 Has the applicant any tendency to constitutional disease, such as phthisis, rheumatism, etc.?  
 ‡ Does the applicant display any evidence of having had syphilis?

\* There should be a difference of two inches, at least, at forced expiration and on full inspiration.

† In examining the sense of sight, not only shall the general condition of the organs be ascertained, but weight shall be given to quickness and accuracy in discriminating colors and distances. The hearing shall be tested also as to keenness and correctness in distinguishing degrees and kinds of sounds and the direction from which they come.

‡ Syphilitic taint in the applicant must always be regarded as good cause for rejection.

The stature should not be below 5 ft. 8 in., in ordinary dress, nor the weight below that marked as its minimum accompaniment. §		Minimum circumference of the chest allowed.	
Height. ft. inches.	Min. weight. lbs.	Height. ft. inches.	Chest. inches.
5 8	140	5 8	34
5 9	145	5 9	34½
5 10	150	5 10	35
5 11	155	5 11	35½
6 -	160	6 -	36
6 1	165	6 1	36½
6 2	170	6 2	37
6 3	175	6 3	37½

## REMARKS.

[Where the person examined possesses physical qualifications of a very superior character, the physician will so state under this head.]

I hereby certify that I have this day examined \_\_\_\_\_, and find that he is, by actual test, \_\_\_\_\_ feet \_\_\_\_\_ inches in height, in ordinary dress, and weighs \_\_\_\_\_ lbs., and that he is of a robust constitution, and, in my opinion, is \_\_\_\_\_ physically qualified to perform the duties of a policeman in the city of \_\_\_\_\_.

*City Physician.*

188 .

FORM APPROVED:

ALFRED F. HOLT, *Surgeon General.*

§ Obesity must be regarded as good cause for rejection.

### SCHEDULE B. — CLASS 4.

*Boston Police.*

*First Subject:*

1. Copying a printed statement.

*Second Subject:*

The answers to the questions on this sheet will be marked as a whole under two heads, — EXPERIENCE, and CLEARNESS AND CORRECTNESS OF STATEMENT. Any false statement made by the applicant in answering these questions will be regarded as good cause for excluding him from the eligible list, or for removal or discharge during probation or thereafter.

1. State, in general terms, your occupation since you became of age, and any experience you may possess which will be of use, if you should receive an appointment in the police service.

2. If you have ever served in the Police Department in any capacity, or in any public office, state when, where, how long, whether you were ever discharged for cause, or requested to resign; and whether, while in office, you were ever complained of for violation of the rules of the office, or for any conduct unbecoming an officer; and, if such complaint was made, what action was taken thereon.
3. Have you ever been convicted of any offence against the laws of this or any other State or nation?
4. Have you ever been a dealer in intoxicating liquors, or a bartender? If so, when, where and for how long?
5. If you drink distilled or fermented liquors of any kind, state fully and definitely what your habits are in such use of them. If you are a total abstainer, state how long you have abstained.
6. Have you served in the army or navy of the United States, either in time of peace or war; and, if so, how long did you serve, and in what capacity, and did you receive an honorable discharge therefrom.
7. If you have ever served in the volunteer militia, name the regiment and company, and state how long and in what capacity you served, and whether you have been honorably discharged, been dismissed, have resigned or been asked to resign.
8. Have you ever had the handling of men, either in public office or private employment?

*Third Subject:*

1. Write in figures the following numbers :  
     Seventy-four thousand nine hundred and six.  
     Five thousand two hundred and six dollars and five cents.
2. Write in words the numbers expressed by the following figures : —  
   21,310  
   \$8,504 06
3. Add the following column of dollars and cents : — \$1,785 16  
   3,268 91  
   2,265 92  
   3,847 29  
   8,753 10  
   2,786 38  
   6,439 25  
   7,674 97
4. From 489,375 subtract 394,589.
5. Multiply 729 by 76. *Give the operation in full.*

6. Divide 32,153 by 79. *Give the operation in full.*
7. What will a man earn if he works twenty-seven days at three dollars and thirty-seven cents per day? *Give the operation in full.*

*Fourth Subject :*

1. Name four of the public squares in Boston, not including the Common and Public Garden.
2. By what streets is Boston Common bounded?
3. What bridges, other than railroad bridges, connect Boston proper with the following places?  
     Cambridgeport :  
     East Cambridge :  
     Charlestown :  
     South Boston :
4. Name the rivers which run into Boston harbor.
5. Name the steam railroad corporations having passenger stations in this city.
6. Name the horse railroad corporations running cars through the streets of this city.
7. Name the grades of officers in the police force of Boston above the grade of patrolman.
8. Give the location of five of the police station-houses in Boston.
9. Give the names of the daily morning newspapers published in Boston.
10. How are the following officers elected?  
     Aldermen :  
     Common Councilmen :

## PHYSICAL EXAMINATION.

## SCHEDULE B. — CLASS 4.

The applicant will fill out this portion of the blank.

Name,  
 Date of birth,  
 Occupation,  
 Have you any disease now?  
 What diseases have you had during the last seven years?  
 Have you varicose veins or hernia?  
 Do you know of any hereditary disease in your family?  
 If your parents, brothers, or any of them, are dead, of what disease did they die?  
 Have you ever had fits?  
 Have you ever had any fracture or dislocation?  
 Have you ever received any injury to the head or spine?  
 Are you subject to piles?  
 Have you been vaccinated?  
 Have you ever had rheumatism?

*STATE THE EXACT Weight, A; Height, B; Circumference of Chest, C.	WEIGHT. A.	HEIGHT.		C.† At forced expiration, inches. On full inspiration, "
		B Feet.	Inches.	
A. IS THE RESPIRING MUR- MUR clear and distinct over both lungs?	A.			
B. Is the character of the Respiration Full, Easy and Regular?	B.			
C. Are there any indications of Disease of the Organs of Respiration or their Appendages?	C.			
A. IS THE CHARACTER of the Heart's action Uniform, Free and Steady?	A.			
B. Are its Sounds and Rhythm Regular and Normal?	B.			
C. Are there any indications of Disease of this Organ or of the Blood Vessels?	C.			
A. IS THE SIGHT GOOD?	A.			
B. Is the hearing good?	B.			
IS THE APPLICANT subject to Cough, Expectorations, Difficulty of Breathing, or Palpitation?				
A. ARE THE FUNCTIONS of the Brain and Nervous System in a Healthy State?	A.			
B. Has the Brain or Spinal Cord ever been diseased?	B.			
IF THE APPLICANT has had any serious illness or injury, state expressly what effect, if any, is perceptible in the heart, lungs, kidneys or other abdominal organs, or the skin, eyes, ears, limbs, etc.				
HAS THE APPLICANT any predisposition, either hereditary or acquired, to any constitutional disease, as phthisis, scrofula, rheumatism?				

DOES THE APPLICANT display any evidence of having or having had Syphilis.†	
HABITS, use of stimulants and tobacco.	

<p>* The Examiners are called upon to pay special attention to the annexed schedule in determining the fitness of the applicant.</p> <p>† There should be a difference, at least, of two inches at forced expiration and on full inspiration. All examinations of the chest should be made on the bare body, and not through the clothing.</p> <p>‡ Syphilitic taint in the applicant must always be regarded as good cause of rejection.</p> <p>§ Obesity must be regarded as a good cause for rejection.</p>	<p>† Minimum circumference of the Chest tolerable in applicants.</p> <table border="1"> <thead> <tr> <th colspan="2">CIRCUMFERENCE</th> </tr> <tr> <th>HEIGHT.</th> <th>OF CHEST.</th> </tr> <tr> <th>Feet. Inches.</th> <th>Inches.</th> </tr> </thead> <tbody> <tr><td>5</td><td>8</td><td>34</td></tr> <tr><td>5</td><td>9</td><td>34½</td></tr> <tr><td>5</td><td>10</td><td>35</td></tr> <tr><td>5</td><td>11</td><td>35½</td></tr> <tr><td>6</td><td>—</td><td>36</td></tr> <tr><td>6</td><td>1</td><td>36½</td></tr> <tr><td>6</td><td>2</td><td>37</td></tr> <tr><td>6</td><td>3</td><td>37½</td></tr> <tr><td>6</td><td>4</td><td>38</td></tr> </tbody> </table>	CIRCUMFERENCE		HEIGHT.	OF CHEST.	Feet. Inches.	Inches.	5	8	34	5	9	34½	5	10	35	5	11	35½	6	—	36	6	1	36½	6	2	37	6	3	37½	6	4	38	<p>STATURE AND WEIGHT.—The stature shall not be below 5 ft. 8 in., in ordinary dress, nor the weight below that marked as its minimum accompaniment in the subjoined table:—§</p> <table border="1"> <thead> <tr> <th>HEIGHT.</th> <th>MIN. WEIGHT.</th> </tr> <tr> <th>Feet. Inches.</th> <th>Pounds.</th> </tr> </thead> <tbody> <tr><td>5</td><td>8</td><td>140</td></tr> <tr><td>5</td><td>9</td><td>145</td></tr> <tr><td>5</td><td>10</td><td>150</td></tr> <tr><td>5</td><td>11</td><td>155</td></tr> <tr><td>6</td><td>—</td><td>160</td></tr> <tr><td>6</td><td>1</td><td>165</td></tr> <tr><td>6</td><td>2</td><td>170</td></tr> <tr><td>6</td><td>3</td><td>175</td></tr> <tr><td>6</td><td>4</td><td>180</td></tr> </tbody> </table>	HEIGHT.	MIN. WEIGHT.	Feet. Inches.	Pounds.	5	8	140	5	9	145	5	10	150	5	11	155	6	—	160	6	1	165	6	2	170	6	3	175	6	4	180
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### Remarks.

[Where the person examined possesses physical qualifications of a *very superior character*, the physician will so state under this head.]

I, \_\_\_\_\_, hereby declare that I have returned true answers to the inquiries of \_\_\_\_\_ touching my personal and family health, history, habits, and antecedents; and that I am the person described in the foregoing record of examination.

### Certificate of Examining Surgeon.

I HEREBY CERTIFY that I have this day carefully and thoroughly examined, in accordance with the foregoing instructions, \_\_\_\_\_, and find that he is \_\_\_\_\_ sound in limb and body, is \_\_\_\_\_ able bodied \_\_\_\_\_ of a robust constitution, has good eyesight and \_\_\_\_\_ good hearing, and in my opinion is physically qualified to sustain the labors and exposures, and perform the duties of a policeman in the city of Boston, and that the above is a truthful record of the examination.

City Physician.



## SCHEDULE B. — CLASS 5.

*Draw-tender and Assistant Draw-tender of Bridges.**First Subject:*

State your occupation during the past ten years, and the names and residences, so far as you remember, of your employers during that period.

State whether you know how to handle vessels, whether you can pull and manage a row-boat, whether you have served as draw-tender or superintendent of a bridge, and whether you have ever had responsible charge of a stationary steam-engine.

*Second Subject:*

1. Write in figures the following numbers : —  
One thousand five hundred sixty-three dollars and one cent.
2. Write in words the numbers expressed by the following figures : —  
13,409
3. Add the following column of figures : —  

1,275
347
6,432
1,141
795
4. From 16,941 subtract 11,479.
5. Divide 4,968 by 23. *Give the operation in full.*
6. Multiply 726 by 54. *Give the operation in full.*

*Third Subject:*

1. When a vessel is dropping with the tide, should she go through a bridge head foremost or stern foremost, and why?
2. Name the draw-bridges between West Boston bridge and the mouth of Charles River?
3. If a vessel dropping with the tide should meet a vessel in tow, which would have the right of way?
4. If her anchor is over the bow, how should it be carried so as not to damage the bridge?
5. What information are masters of vessels required to give, when applying to pass through the draw of a bridge.
6. How many different kinds of draw-bridges are there in Boston.
7. Describe how each kind moves in uncovering the channel?
8. What is a friction clutch?
9. In moving a draw with an engine, which would be better, a friction or a positive clutch, and why?

## SCHEDULE B. — CLASS 6.

*Foreman of Laborers, Street Department.**First Subject :*

State your occupation during the past ten years, and the names and residences, so far as you remember, of your employers during that period.

Have you ever been foreman or sub-foreman in charge of street repairs? If so, state when, where and under whom you worked.

*Second Subject :*

1. Write in figures the following numbers : —

One thousand five hundred sixty-three dollars and one cent.

2. Write in words the numbers expressed by the following figures : —

13,409

3. Add the following column of figures : —

347

6,432

1,141

795

4. From 16,941 subtract 11,479.

5. Divide 4,968 by 23. *Give the operation in full.*

6. Multiply 726 by 54. *Give the operation in full.*

*Third Subject :*

1. What is a macadamized street?
2. What is the proper crown for a macadamized street where the grade is level?
3. What is the proper crown for a macadamized street on steep inclines?
4. What should be used for the finishing surface of macadamized streets?
5. What depth of gravel should be used on a gravelled street?
6. What is a square of earth?
7. Name the different kinds of pavements in ordinary use.
8. Of what should the foundation of paved streets be composed?
9. How many blocks, 4 inches by 8 inches, are required for a square yard of pavement?
10. How many bricks,  $3\frac{1}{2}$  inches by  $7\frac{1}{2}$  inches, are required for a square yard of brick sidewalk?
11. How many cubic feet are there in an ordinary one-horse tip-cart without sideboards?
12. How many compose a gang of hand drillers?

## SPECIAL EXAMINATION AT LYNN.

## SCHEDULE A.

*Inspector: — Board of Health.**First Subject:*

Copying a printed statement.

*Second Subject:*

State in detail what has been your experience. If you have had any practical experience in the duties of the office for which you apply, or of any similar office, state when, where, for how long and under whom you had it.

If you have served in the army or navy in time of war, state when and how long. *Write not less than fifteen lines. Do not sign your name.*

*Third Subject:*

1. Write in figures the following numbers: —  
Twenty-one thousand nine hundred and seventy.  
Seventy-eight thousand and six.
2. Write in words the numbers expressed by the following figures: —  
84,090  
105,306
3. Add the following column: — \$2,850 10  
3,463 75  
8,219 13  
1,272 18  
5,516 27
4. From 327,146 subtract 119,283. *Give the operation in full.*
5. Multiply 865 by 96. *Give the operation in full.*
6. Divide 8,352 by 8. *Give the operation in full.*
7. If a man works forty-seven days at two dollars and a quarter per day, how much will he earn? *Give the operation in full.*

*Fourth Subject:*

1. How is the Board of Health of Lynn constituted?
2. State, in general terms, the duties of the inspector to the Board of Health of Lynn.
3. At whose expense is a privy or vault cleansed when it has become offensive?
4. What is the common method of preventing the escape of sewer gas into a house?

5. How often each week in summer must the house offal be collected from each house? How often in winter?
6. What is the object of catch basins?
7. If a contagious disease should be reported in a tenement house, what measures ought to be taken?
8. What sign is displayed on a house where small-pox or varioloid is known to exist?
9. What are the common methods of disposing of night soil, such as the contents of cesspools, privy vaults, etc.?
10. Name the different articles you think you would need for stable use in taking proper care of a horse.

## SPECIAL EXAMINATION AT BOSTON.

### SCHEDULE A.

*Assistant to the Chief Clerk, Board of Police.*

*First Subject :*

1. Writing from dictation, about eighteen words in a minute.
2. Copying a printed statement.

*Second Subject :*

1. Write in figures the following numbers : —  
 Seventy-six million forty thousand six hundred and one.  
 Twelve thousand seven hundred forty-five dollars and thirty-seven cents.
2. Write in words the numbers expressed by the following figures : —      3,972,801 $\frac{7}{15}$       17,496.76.
3. Add these *across*, placing the totals in the space indicated :

						TOTALS.
39,754	42,961	31,843	57,615	3,748	83,453	
5,393	17,342	7,587	95,997	21,385	97,112	
18,746	94,875	38,475	19,462	29,861	31,979	
21,395	36,427	71,943	33,271	35,437	15,455	
97,411	8,570	17,876	45,961	98,296	77,855	
86,543	64,348	9,374	83,763	34,341	18,999	
17,471	32,976	83,297	32,972	75,462	32,656	
42,736	18,542	19,898	28,752	39,462	10,019	
18,294	23,019	17,677	47,631	22,890	91,469	
26,799	97,428	82,943	86,009	72,613	73,241	

4. The State Department bought 75 reams of paper, weighing  $8\frac{1}{2}$  pounds each, at 20 cents per pound; 26 dozen ink at  $\$2.37\frac{1}{2}$  per dozen; 20 dozen penholders at  $62\frac{1}{2}$  cents per dozen; 3 dozen boxes pens at  $87\frac{1}{2}$  cents per box. What was the total cost of the purchase? *Give the operation in full.*
5. The Auditor's Department expended \$1,156.25 for blank books, at \$9.25 per dozen. How many books were purchased? *Give the operation in full.*
6. Add together  $\frac{2}{3}$ ,  $1\frac{1}{2}$ ,  $\frac{5}{8}$ ,  $\frac{7}{16}$ . *Give the operation in full, using the lowest common denominator. Give the answer in mixed numbers.*  
Multiply  $5\frac{2}{3}$  by  $2\frac{1}{5}$ . *Give the operation in full.*
7. Add together 41.0708 and 11.9504. *Give the operation in full.*  
Multiply 5.049 by .7290. *Give the operation in full.*
8. A man bought 250 barrels of sugar, 210 pounds in each barrel, at  $7\frac{1}{2}$  cents per pound. He found 8 per cent. of it worthless, and sold the balance for \$19.95 per barrel. Did he gain or lose, and how much? *Give the operation in full.*
9. The annual tax on a piece of property, valued at \$9,600, amounts to \$134.40. What is the rate of taxation per thousand dollars? *Give the operation in full.*
10. By selling merchandise for \$18,570.24 a merchant realized a profit of 4 per cent. If he had sold it for \$18,302.40, what per cent. profit would he have made? *Give the operation in full.*

### Third Subject :

Tabulate the following statement of arrests supposed to have been made each day during the several days named, giving, in the space below, the whole number for each offence named and the average per day : —

Monday.	Tuesday.	Wednesday.
Assault and Battery, . . . 4	Assault and Battery, . . . 6	Assault and Battery, . . . 7
Drunkenness, . . . . . 18	Drunkenness, . . . . . 11	Drunkenness, . . . . . 15
Disturbing the Peace, . . . 6	Forgery, . . . . . 1	Embezzlement, . . . . . 2
Larceny, . . . . . 3	House Breaking, . . . . . 2	House Breaking, . . . . . 1
Violating City Ordinance, 10	Vagabondage, . . . . . 7	Violating City Ordinance, 11
Violating Liquor Law, . . . 5	Violating Liquor Law, . . . 8	Violating Liquor Law, . . . 10
Thursday.	Friday.	
Drunkenness, . . . . . 17	Assault and Battery, . . . 8	Drunkenness, . . . . . 17
Disturbing the Peace, . . . 12	Drunkenness, . . . . . 13	Disturbing the Peace, . . . 4
House Breaking, . . . . . 2	Embezzlement, . . . . . 1	Forgery, . . . . . 1
Picking Pockets, . . . . . 4	Larceny, . . . . . 5	House Breaking, . . . . . 3
Robbery, . . . . . 1	Robbery, . . . . . 4	Larceny, . . . . . 2
Violating Liquor Law, . . . 7	Vagabondage, . . . . . 3	Violating Liquor Law, . . . 13

*Tabular Statement.*

OFFENCES.	WHOLE NUMBER.	DAILY AVERAGE	OFFENCES.	WHOLE NUMBER.	DAILY AVERAGE.

*Fourth Subject :*

Composition and punctuation. Writing a letter to some official, giving an account of the schools attended and the studies pursued by the applicant.

## SPECIAL EXAMINATION AT BOSTON.

## SCHEDULE A.

*Visitor of Overseers of the Poor.**First Subject :*

State in detail what has been your experience. If you have had any practical experience in the duties of the office for which you apply, or of any similar office, state when, where, for how long and under whom you had it. If you have had no practical experience, state what opportunities you have had for obtaining information or knowledge as to the manner in which the poor are cared for by the Overseers.

*Second Subject :*

1. Write in figures the following numbers : —

Thirteen million five hundred sixty-two thousand and three.

2. Write in words the numbers expressed by the following figures : —

10,301,860 $\frac{3}{4}$ .

3. Add the following column of figures: —
- |            |
|------------|
| 76,391,426 |
| 423,602    |
| 7,396,420  |
| 21,964,357 |
| 13,201,706 |
| 2,542,372  |
| 35,605,943 |
| 5,972,237  |
| 1,141,707  |
| 4,327,262  |
| 123,400    |
| 27,741     |
| 9,632,247  |
4. From twenty-one hundred ninety-five and one-half subtract sixteen hundred forty-seven and three-quarters. *Give the operation in full, using common fractions.*
5. To three hundred ten and ninety-seven hundredths add seventy-five and three hundred forty-two thousandths and subtract from the amount ninety-two and seven-tenths. *Give the operation in full, using decimal fractions.*
6. What will be the cost of sixteen packages of cloth, there being twenty-three and three-quarters yards in each package, at twelve and a half cents a yard? *Give the operation in full. Using common fractions.*
7. The annual tax on a piece of property, valued at \$9,600, amounts to \$134.40. What is the rate of taxation per thousand dollars? *Give the operation in full.*
8. A man bought 250 barrels of sugar, 210 pounds in each barrel, at  $7\frac{1}{2}$  cents per pound. He found 8 per cent. of it worthless, and sold the balance for \$19.95 per barrel. Did he gain or lose, and how much? *Give the operation in full.*

*Third Subject:*

1. What is meant by "legal settlement" in the pauper laws of the Commonwealth?
2. What is required by the Public Statutes to enable a person to acquire a "legal settlement" in the Commonwealth?
3. What is meant by "out-door" relief?
4. What relatives of a pauper can be obliged to support him?
5. If in doubt as to the character of a person seeking public relief, to whom would you apply for information?
6. What information would you require of a person representing himself as in need of public relief?

7. What course would you take with regard to an applicant representing himself in need of public relief?
8. What course would you take with regard to an able-bodied man who claimed he could get no work?
9. What course would you take if you should find a person desirous of going to a public institution?
10. What course would you take if you should find children suffering from the neglect of drunken parents?

## SPECIAL EXAMINATION AT SPRINGFIELD.

### SCHEDULE A.

*Clerk and Inspector to Water Commissioners.*

*First Subject :*

State in detail what has been your experience. If you have had any practical experience in the duties of the office for which you apply, or of any similar office, state when, where, for how long and under whom you had it. *Write not less than fifteen lines.*

*Second Subject :*

1. Write in figures the following numbers : —

Thirteen million five hundred sixty-two thousand and three.

Write in words the numbers expressed by the following figures : —

10,301,860 $\frac{3}{4}$ .

2. Add the following column of figures : —

76,391,426
423,602
7,396,420
21,964,357
13,201,706
2,542,372
35,605,943
5,972,237
1,141,707
4,327,262
123,400
27,741
9,632,247



3. For a quarter (containing 92 days) what would be the charge for 26,713 cubic feet of water, by the Springfield water rates, which are 30 cts. per thousand gallons for the first 500 gallons per day, and 8 cts. per thousand gallons for the excess till the use becomes 5,500 gallons daily, the rate for that quantity or over being 10 cts. per thousand gallons? *Give the operation in full.*
4. What would be the cost of 81,279 cubic feet during the same period and at the same rates? *Give the operation in full.*
5. At the rate of \$18 per annum, what would be the charge for water from March 17 to June 30, both inclusive? *Give the operation in full.*

*Third Subject:*

1. What is a stuffing-box, and for what purpose is it used?
2. What is the difference between a globe and a straightway valve?
3. If a meter fails to register, what may be some of the causes?
4. How many gallons of water in a cubic foot, U. S. standard?
5. What is the weight of a gallon of water, U. S. standard?
6. How many cubic inches in a gallon of water, U. S. standard?
7. What is the difference between hydraulic and hydrostatic pressure?
8. What is the hydrostatic pressure per square inch, in pounds, with 231 feet head?
9. Could this pressure become greater or less in hydraulic pressure; and why?

## CIRCULARS TO EXAMINERS AND APPOINTING OFFICERS.

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Boston, Dec. 1, 1885.

*To the Board of Examiners for the Civil Service*

*of* \_\_\_\_\_

GENTLEMEN:—In order to meet any requisition that may be made upon your board at the beginning of next year, for eligible persons to appoint on the regular police force, the Civil Service Commissioners would suggest that, if your present list is likely to be insufficient, it may be well to stimulate applications by furnishing to the press, as an item of news, a paragraph to the effect that an examination will probably be held in December.

They would also suggest that, after the municipal election, you confer with the mayor elect as to the probability of his calling upon you for new men.

In those cities in which members of the police force, or other officers or clerks, are required to be appointed annually, those in office when the new government comes in can be reappointed without examination, or certification, under the Civil Service rules. Officers who have been regularly *removed* by the mayor and aldermen, in the manner provided by law, are not eligible for appointment unless examined and certified under the rules. Those who are dropped from the force simply by reason of the expiration of their term of service may be reappointed without examination at any time within one year.

The mayor having by law the sole power of nominating police officers, his requisitions are to be filled without any question as to existing vacancies.

All new appointments on the regular police force, except the Chief of Police, or City Marshal (that is, the head of the department, by whatever title he is known), are subject to the Civil Service rules.

All new appointments are for a probationary term; and at the end of that term the officer or clerk goes out of the service unless permanently appointed in the manner provided by law or ordi-

nance. See clause 5, sect. 14, chap. 320, Acts of 1884; and Civil Service Rule XXVII. A form for probationary and permanent appointments is sent herewith.

The rules provide that when an appointment is to be made to any office or employment in the classified service, the Commissioners shall certify to the officer or board having the power of appointment the names of the three most eligible persons; and that no person shall be certified more than three times for the same office, except by the consent of the appointing power.

Where requisitions are made for eligible persons to fill a number of vacancies in the same class, it would be impracticable to go through the form of having a separate requisition made for each vacancy; a separate certification for each requisition; and a separate selection from each certification. If a separate certification were made for each vacancy, the Commissioners would be obliged either to send in thirty names where ten appointments were to be made, which would be manifestly unfair to those standing high on the list, or wait until a selection had been made from the first certification and then send in, on the second, the names of the two not selected on the first, and a new name, representing the person who stood fourth on the eligible list. This operation would have to be repeated (dropping from the certification those whose names had been sent in three times) until the requisite number had been obtained.

To prevent delay in filling requisitions, and at the same time deal justly with those on the eligible list, it was decided that, when two or more appointments were to be made, the certification should be made on the basis of a certification three times; and that, after the selection had been made on that basis, the names of those not selected should be held to have been certified three times, and therefore not eligible for certification to that department again, except by consent of the appointing power.

To make this method of certification clear, and at the same time demonstrate its perfect fairness, the following illustration is given: —

A requisition is made for eligible persons to fill three vacancies. If three separate calls were made, and time given for the selection, and for a return of the papers in each case, the three certifications would include the names of the five standing highest on the eligible list, namely, *on the first certification*,

No. 1 standing say	.	.	.	.	.	.	95
No. 2    "    "	.	.	.	.	.	.	90
No. 3    "    "	.	.	.	.	.	.	89

We will suppose that the appointing power selects No. 2.

*On the second certification* No. 1 and No. 3 are sent in again, with No. 4, whose standing is 87. The appointing power selects No. 4.

*On the third certification* No. 1 and No. 3 are sent in for the third time, and with them No. 5, whose standing is 85. No. 5 is selected. No. 1 and No. 3 having been certified three times are not eligible for certification when another requisition is made, unless desired by the appointing power.

Now, instead of making the three separate certifications, one certification of five is made when three persons are to be selected, and a proportional number in every such case.

Your attention is called to certain additions to the regulations (copies of which are sent by this mail), namely, the third and fourth paragraphs of the 21st regulation, and the second and third paragraphs of the 26th regulation.

Very respectfully,

WARREN P. DUDLEY,

*Secretary.*

Boston, March 1, 1886.

As there appears to be a misunderstanding, in some departments of the public service, in regard to the operation of the Civil Service rules in case of promotion or increase of pay in the clerical service, the following statement is furnished for the information of appointing officers:—

There are two classes in the clerical service: Class 1, including persons whose annual compensation is at a rate less than \$800. Class 2, including persons whose annual compensation is at a rate of \$800, and over. When the pay of a clerk is increased so as to raise the annual compensation from a sum less than \$800, to the sum of \$800, or over, it is equivalent to promotion from one class to another, and the person whose pay is so increased must be subjected to a non-competitive examination, unless he (or she) has already passed an examination for the higher clerical service.

Persons in the public service, in positions not included within the Civil Service rules, cannot be transferred, under the provisions of Rule XXVI., to a position in the classified service.

For the Civil Service Commissioners,

WARREN P. DUDLEY,

*Secretary.*

Boston, Aug. 27, 1886.

The accompanying amendments to the Civil Service rules having been approved by the Governor and Council, and duly published as required by law, will go into operation on the first day of October, A.D. 1886; and thereafter all appointments to office and selections for employment must be made in accordance with said amended rules, in cases to which they apply.

The purpose of the *first amendment* is to prevent the detail, as policemen in the several cities, of men who have not passed the Civil Service examinations and been duly certified to the appointing power. Special police officers or constables, who have been detailed or assigned to duty without having been examined and certified in accordance with the Civil Service rules, cannot be continued as policemen after the date named; and no further details or assignments of such persons can be made except as hereinafter stated.

The *fourth amendment* amends Rule XXIX., regulating appointments for temporary service in cases of emergency, so that such appointments can be made for only thirty days instead of three months.

It will be noticed that the amendment to Rule V. brings within the classified service "all persons doing police duty, either permanently or temporarily, in and for, and paid by, any city of the Commonwealth, except the city of Boston." The exception of the city of Boston is made because that city is otherwise provided for in the rules. The limitation of the amended rule is that the officer doing police duty *is paid by the city*. This limitation excludes from the operation of the rules all that large class of specials who are paid by private individuals or corporations, but these cannot be detailed for service paid for by the city.

This change in the rules will affect the prevailing custom in many cities of detailing special police officers from time to time for temporary service; but within the provisions of Rule XXIX. will be found sufficient authority in appointing officers to meet all legitimate emergencies.

That rule, as amended, provides that temporary appointments can be made for a period of not more than thirty days, where the public business would suffer from delay in filling the position in the regular course; and it also provides that, where the Commissioners shall find it to be impracticable to supply the names of persons who have passed a competitive examination in due season for the appointment or employment, they may provide for a provisional appointment by non-competitive examination or otherwise.

The first clause will enable appointing officers to secure the services of police officers when they are suddenly or unexpectedly needed, but such appointments cannot continue after the emergency which justified them shall cease to exist, nor in any event longer than thirty days.

The second clause of the rule will provide for that class of cases where, either on account of the temporary nature of the employment or the inadequacy of compensation, or for any other reason, the men upon the eligible list shall not desire to avail themselves of the employment, or when the eligible list shall have been exhausted. In such cases, upon application by the appointing officer to the examiners, and a certificate from them that they are unable to supply candidates, the Commissioners will immediately provide for an appointment by a non-competitive examination or otherwise.

The amended rule would apply to police service on special occasions, such as holidays, etc., when a large number of police officers may be needed for a day or two only; but under the authority given in clause 2 of Rule XXIX., in view of the fact that for the present it will be impracticable to supply the names of a sufficient number of eligibles for such temporary service, the Commissioners, until further notice, authorize the appointment of persons for such temporary service, not exceeding three days, without application to the local examiners.

There is another class of cases to which attention should be called. It includes those officers who are appointed police officers on account of the positions which they hold, and to which they are appointed without an examination testing their capacity as police officers. Janitors of school buildings offer an illustration of this class. They are chosen by the school committees, and are not within the classified service; but it is often desirable that they should be clothed with authority as policemen, to enable them to properly discharge their duties. This class of officers will be held to be within clause 4 of Rule XIX., which provides that, "in case the office requires such special qualifications that the Commissioners certify that they are unable to comply with the requisition, the appointing power may appoint any person named by him who, upon a non-competitive examination, shall be duly certified by the Commissioners as qualified to discharge the duties of the position."

The special qualifications here required would be the fact that the person holds a position to which he has been regularly appointed without an examination testing his capacity as a police officer. The Commissioners would then provide a non-competitive examination to test the qualifications of the person to discharge the ordinary police duty required in the position he holds.

Cases arising from the absence of the members of the regular force in consequence of sickness, or of their vacation, will be provided for under Rule XXIX. If the necessity for the temporary appointment is immediate, and could not have been foreseen and provided for, the appointment then can be made under clause 1 of that rule. If the necessity is not immediate, they can be provided for under clause 2 of the same rule. Persons appointed for temporary service will remain upon the eligible list.

It is also important for the appointing officer to remember that *all* appointments, whether under the provisions for temporary service provided for in Rule XXIX., or in the regular course, must be *reported* to the examiners; and in all cases of appointment under clause 1 of Rule XXIX., the *reason* for the appointment, and the *time* for which it is made, must also be reported to the examiners.

In inaugurating this new system, which seems to be necessary for the full execution of the law, the Commissioners earnestly request the co-operation of all appointing officers, and will gladly avail themselves of any suggestions which they may see fit to make, and which their acquaintance with the practical operation of the rules will make of great value and assistance to the Commissioners.

The purpose of the second amendment is to put applicants for city service on the same basis, in respect of residence, as applicants for the Commonwealth service.

Applicants for the Commonwealth service, except for positions in which special expert knowledge is required, must be citizens of the United States and residents of the Commonwealth during the year preceding the date of their application.

The third amendment is intended to enable the Commissioners to prescribe, from time to time, within the limits fixed by Rule XVI., the subjects on which applicants for the higher class clerkships shall be examined.

Under the present rules, all general examinations for this branch of the service must include, among other things, "interest, discount, and the elements of bookkeeping and accounts." In some of the positions coming within this class, a knowledge of these subjects is not required; and therefore it is desirable that the Commissioners should have discretion to vary the subjects to suit the actual requirements of the service, within the limitations provided by the existing rules.

WARREN P. DUDLEY,

*Secretary.*

BOSTON, Oct. 9, 1886.

In the recent circular in relation to the detail of special police officers, dated Boston, Aug. 27, 1886, the following language is used:—

The purpose of the *first amendment* is to prevent the detail, as policemen in the several cities, of men who have not passed the Civil Service examinations and been duly certified to the appointing power. Special police officers or constables, who have been detailed or assigned to duty without having been examined and certified in accordance with the Civil Service rules, cannot be continued as policemen after the date named; and no further details or assignments of such persons can be made except as hereinafter stated.

It having been called to the attention of the Commissioners that the ordinances in some of the cities fix the *status* of a special policeman so as to render the above instruction inapplicable to special policemen in office Oct. 1, 1886, in such cities, while in others the usage is such, in the appointment of these officers, as to render it doubtful whether it is not also inapplicable to such officers in those cities, the Commissioners have determined that special policemen appointed prior to Oct. 1, 1886, and then in office, will not be affected by that portion of the circular. Special policemen appointed after the first day of October, 1886, cannot be employed and paid by the several cities unless they have been examined and certified in accordance with the rules. Requisition shall be made for special police officers, who are to be paid by the city, in the same manner as for regular officers, and the certification three times for one of the positions shall not deprive an eligible of the right to be certified for the other.

Attention is also called to section 1 of Rule XXIV., which provides that “no person on any register shall be certified more than three times for the same office *except by consent of the appointing officer.*” If the appointing officer so desires, persons on the eligible list will be certified for the office of special policeman without regard to previous certifications for the same office.

WARREN P. DUDLEY,

*Secretary.*



BOSTON, Dec. 10, 1886.

It has come to the notice of the Commissioners that, in some cases, appointing officers have appointed clerks for temporary service without the requisition upon the Commissioners for names of eligible candidates, which is required by law. There is no reason to doubt that such appointments have been made in the honest belief upon the part of the appointing officer that his action was justified by Rule XXIX., relating to temporary service; but it appears to be the fact that no such emergency as contemplated by law existed in many of the cases in question. It is also true that such officers have overlooked the provision of the same rule that, "in every case, the officer making the appointment or furnishing the employment shall report the same to the Commissioners within five days, with the reason therefor and the time for which the temporary appointment or employment is necessary."

The Commissioners invite the attention of all appointing officers to the fact that the only emergency which will justify a temporary appointment, without previous requisition, is one "where the public business would suffer from delay in filling the position as herein provided." This definition would necessarily exclude all cases where another employee in the same office could perform the duties of a suddenly vacated position during the brief period needed for filling a requisition; all cases where extra work has come upon an office, when a reasonable exercise of forethought would have given time to provide for it regularly by making requisition for additional help; all cases where an immediate filling of a vacancy is desirable, without being essential to the good of the service; and other cases, the foregoing being given merely as an illustration of the principle.

While the Commissioners are disposed to be liberal in their estimate of what constitutes such an emergency as is contemplated by law, and to pay all due regard to the opinion on that point of the appointing officer in each case, they are bound to a strict discharge of their duty of supervising the administration of the Civil Service rules; and they will feel it incumbent on them, in the case of every appointment made without due requisition, when in their opinion no emergency, as defined by the rule, shall exist, to notify the appointing officer that the employee in question is not legally in office, and to send the same notification to the proper disbursing officer, to the end that no payment shall be made for such unauthorized service.

Very respectfully,

WARREN P. DUDLEY,

*Secretary.*

## SPECIAL INSTRUCTIONS TO EXAMINERS.

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The gentlemen designated as members of a Board of Civil Service Examiners will meet, as soon as practicable, and organize the Board, choosing a chairman and a secretary.

On receiving notice of such organization, the Commissioners will forward to the secretary of the Board the application blanks, copies of the rules and regulations, and such other books, documents and papers as may be thought needful.

The Commissioners will also send notices for insertion in local newspapers (as a matter of news), informing all who may be interested that application papers can be obtained of the secretary of the Board.

Each person receiving an application blank should be furnished also with a copy of the rules and regulations.

When an application paper is presented by an applicant in person, the secretary should examine it at the time, if he can do so conveniently, and, if it is properly filled out, he should note upon the back, in ink, the date and hour when received. If it is not properly filled out, the attention of the applicant should be called to the fact and he should be advised to have the application paper corrected.

If an incomplete application paper is received by mail, it should be returned to the applicant, accompanied by a notice on form 3.

At each meeting of the Board the applications which have been received since the previous meeting should be carefully examined by the members, or a majority of them, and, if found satisfactory, should be numbered serially in the order in which they were received. They should then be entered in the record book, prepared for the purpose, in the order of their numbers.

The Board will reject any application which shows that the applicant is not, by reason of age, lack of citizenship, proper period of residence, etc., entitled by the law, rules or regulations, to an examination; and it must be returned to him with a brief statement of the reasons for such action. Blank form (No. 4) will be furnished for this purpose.

All application papers will be received, if in proper form. Should any be received for positions in the service of the Commonwealth, or another city, they must be forwarded to the Commissioners.

When, in the opinion of a majority of the Board, the three certificates as to character are not considered sufficient, by reason of the signers thereof not being reputable persons, the application paper shall be returned to the applicant, who shall be requested (on form No. 4) to furnish additional certificates.

When, in the opinion of the Board, enough applicants have been registered to form a sufficient class, or when, for any other reason, it is thought desirable to hold an examination, the secretary will notify the Civil Service Commissioners, and suggest a convenient time for such examination.

On receipt of authority from the Commissioners the secretary of the Board will send notice of such examination, on form No. 5, to each applicant.

Attention is called to Rule XIV., which gives precedence in notification, under certain circumstances, to those who served in the army or navy in time of war.

Applicants for positions in the service of the Commonwealth, whose residences may be in or near the city where such examination is to be held, will be notified by the Commissioners, or the State Board of Examiners, to present themselves for examination before the Board of that city. The examination papers of such applicants will not, however, be marked by that Board, but must be forwarded to the Civil Service Commissioners, at Boston, immediately after the close of the examination.

Examination blanks will be sent to the Board the day before an examination is to take place; but they are not to be opened until the Board meets in the examination room on the morning of the examination day, and great care should be taken that they be kept in a secure place until that time.

The room in which an examination is to be held should be properly ventilated and warmed, if necessary, and furnished with enough desks or tables, and chairs, to accommodate all the applicants, so that each one may have sufficient room in which to do his work.

Each desk or table should be supplied with a sufficient quantity of stationery, so that each applicant can have a penholder, two pens, ink, a pencil, a half sheet of foolscap paper and a small piece of blotting paper.

It is desirable that these preliminaries be attended to the night preceding the examination.

In assigning seats care should be taken to divide the applicants into classes, corresponding to the branches of service they seek to enter.

When all are seated, one of the Board will take from each applicant the notice he has received to attend the examination. No person who fails to produce such a notice can be allowed to take part in the examination.

The package of examination papers will then be opened, and each applicant will be given a declaration paper upon which are printed questions concerning his name, age, former occupation, service in the army or navy in time of war, etc. These are to be answered in writing, and the writer will sign his name at the bottom of the sheet. This is the only time during the examination when the applicant will be called upon to affix his signature to a paper. After thus completing the declaration paper, he will fold and enclose it in the numbered envelope which will be given him, and then seal the envelope.

The number on the envelope will be his examination number, and he must write it upon each succeeding paper in the blank space left for that purpose.

After the envelopes have been collected, it will be well to inform the applicants that they are to be examined in certain subjects, and state the order in which the subjects will be given out.

The envelopes are not to be opened until after all the examination papers have been marked and graded.

In examinations where one of the exercises consists of writing from dictation, all the applicants will work at the same time. In succeeding exercises they may consult their own convenience as to rapidity, and any one may be furnished with a new set of questions as soon as he has completed, or gone as far as he can, with the preceding set, and has delivered it to one of the Board.

As a rule there will be no general recess during the examination hours; but any applicant may be allowed to leave the room at any time when he has finished one set of questions and delivered the paper to one of the Board. No succeeding set of questions shall be given him, however, until his return.

It is advisable that the full Board of Civil Service Examiners be present at each examination; but a majority of the Board may conduct an examination in case of the disability or necessary absence of the other members.

At all times when an examination is in progress one of the Board must be present.

Order and decorum should be preserved in the examination room; and visitors can be admitted only by invitation of one of

the Board. No visitor shall be allowed to inspect the questions or answers, or procure for publication anything relating to them or the work of any applicant.

To obtain the best possible results, applicants, whose natural nervousness is increased during examination, should be made to feel as much at ease as possible. To do this will require great discretion on the part of members of the Board; and nothing will defeat this object so quickly as the knowledge, on the part of applicants, that they are observed, or that their work is being scrutinized, by those not officially in charge.

Applicants should be cautioned not to use any books of reference or memoranda for the purpose of assisting their memories. Any one detected in doing so will be dismissed from the examination room. The same penalty will be enforced if one applicant attempts to assist another, by conversation or otherwise, in answering the questions given him.

Members of the Board should give the applicants general explanations only, and these should be limited to methods of procedure.

After an examination all the papers should be taken charge of by the secretary of the Board.

Members of local boards are cautioned against furnishing information to any person in relation to the examinations except in the general way prescribed in Rule XVI.

All unused examination papers are to be returned to the Commissioners the day after the examination.

As soon after the examination as practicable, the Board will meet for the purpose of estimating and marking the results.

As soon as practicable after completing the marking and grading of the papers, the secretary of the Board will send a certificate (on form No. 7 or 8, as the case may be) to each person who was examined, stating the grade which he attained as shown by the marking, and whether or not he is entitled to be recorded on the eligible list.

In the General Regulations adopted by the Commissioners, sections 19 to 26, inclusive, will be found information as to marking and grading, and the enrolment in the proper register of the names of those found eligible for appointment.

The Chief Examiner, or one of the Commissioners, will be present at the examinations whenever it is practicable to do so.

More specific rules for marking the examination papers will be issued hereafter.

Necessary expenses incurred by members of a board for stationery, postage and actual travel, will be allowed by the Commissioners.

Whenever it appears to the Board of Examiners that the position to be filled requires special qualifications, and that the regular course of examination for that branch of the service would not meet the case, they will notify the Commissioners of the facts, and ask for instructions as to the special course to be pursued. Where the advice or assistance of experts is necessary, the Board will so inform the Commissioners, and suggest the names of suitable persons who would be willing to aid them.

HENRY SHERWIN,

*Chief Examiner.*

## FORMS FOR APPOINTING OFFICERS.

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[The following forms are furnished for the information and convenience of officers making appointments to positions in the classified service of the Commonwealth and the cities thereof. They are furnished merely by way of suggestion, and not as forms prescribed by law to be strictly followed.]

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### Form for Nomination by a Mayor of Police Officers—Probationary Term.

I hereby nominate, subject to the approval and confirmation of the Board of Aldermen, \_\_\_\_\_ to be a police officer of the city of \_\_\_\_\_, with all the powers of a constable except the power of serving and executing civil process, to hold said office for a probationary period of six months, as provided in the Civil Service rules of the Commonwealth, unless sooner discharged.

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### Form for Nomination by a Mayor of Police Officers—After Probationary Term.

\_\_\_\_\_, having served as a police officer for a probationary period of six months, and his conduct and capacity having been found satisfactory, I hereby nominate, subject to the approval of the Board of Aldermen, said \_\_\_\_\_ to be a police officer of the city of \_\_\_\_\_, with all the powers of a constable except the power of serving and executing civil process.\*

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### Form of Warrant for Police Officer appointed for Probationary Term.

This is to certify that \_\_\_\_\_ has been appointed a POLICE OFFICER of the city of \_\_\_\_\_ with all the powers of a constable except the power of serving and executing civil process, said appointment being made under the Civil Service rules of the Commonwealth for a PROBATIONARY TERM of six months, beginning on the \_\_\_\_\_ day of \_\_\_\_\_, A. D. 188 .

\* In cities where the ordinances provide that appointment shall be made for a limited time, it would be well to add "to hold office for the term and according to the tenure prescribed by the laws and ordinances."

**Form of Warrant for Police Officers appointed after Probationary Term.**

This is to certify that \_\_\_\_\_ having served a probationary period of six months, as required by the Civil Service rules of the Commonwealth, has been appointed a POLICE OFFICER of the city of \_\_\_\_\_, with all the powers of a constable except the power of serving and executing civil process.\*

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**Form of Notice to Persons, other than Police Officers, appointed for a Probationary Term.**

This is to inform you that, under the provisions of the Civil Service rules, \_\_\_\_\_ ha selected you for appointment to the position of \_\_\_\_\_ in the \_\_\_\_\_ for a probationary term of six months from the date when you begin service. Should your conduct and efficiency during such probationary term prove satisfactory, you will, at its close, receive a regular appointment, otherwise your appointment will cease. The salary attached to such position is at the rate of \$ \_\_\_\_\_.

This conditional appointment does not preclude prompt discharge from service at any time during such probationary term, in case of misconduct or inefficiency.

A prompt reply is requested, stating whether this appointment is accepted, and giving the earliest date when you can present yourself for service.

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**Notice to Persons, other than Police Officers, appointed after Probationary Term.**

Your conduct and capacity, during the probationary term of six months, having been found satisfactory, you are hereby appointed [state the term, if it is limited; if not limited, insert "without term"] as a \_\_\_\_\_ in the \_\_\_\_\_ Department [or office] at a \_\_\_\_\_ salary of \$ \_\_\_\_\_, beginning on the \_\_\_\_\_ day of \_\_\_\_\_, A. D. 188 \_\_\_\_\_.

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**Notice to Persons whose Conduct or Capacity has not Proved Satisfactory during the Probationary Term.**

I have to inform you that your conduct [or capacity] during your employment in \_\_\_\_\_ Department as \_\_\_\_\_, for a probationary term of six months, has not been found satisfactory, and that, in accordance with the terms of your original appointment, as prescribed in the Civil Service rules of the Commonwealth, your employment in said department will cease on the \_\_\_\_\_ day \_\_\_\_\_, A. D. 188 \_\_\_\_\_.

\* See note to second form.



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